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ABSTRACT

This report presents observations and suggestions from members of the Commonwealth Standing Committee on Student Mobility concerning the potential for collaborative initiatives in providing educational services. An assessment is provided of the last 5 years of work by the Standing Committee in improving student mobility and student access and strengthening higher education cooperation. Next, the need for collaboration in distance education and open learning is discussed and reviewed. Three recommendations for action are proposed: (1) the creation of a Commonwealth Fund for Higher Education Cooperation; (2) the need for Commonwealth cooperation in areas such as staff training, the acquisition and delivery of teaching materials, promoting and commissioning teaching materials, and local support services to students; and (3) the need for further specialist advice on the structure and working arrangements of future Commonwealth efforts in distance education and open learning. Included in the report is the opening address of the Commonwealth Secretary General. Appendices include commentary on the current status of Commonwealth student mobility, a summary of recommendations, and recent developments in selected countries. (GLR)

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COMMONWEALTH STUDENT MOBILITY

COMMITMENT AND RESOURCES

Commonwealth Standing Committee
on Student Mobility

FIFTH REPORT - AUGUST 1986

Commonwealth Secretariat
Marlborough House
London SW1 5HX

CONTENTS

Foreword by the Commonwealth Secretary-General 1

Letter of Transmittal to the Commonwealth Secretary-General 3

I. Commitment and Resources 5

The last five years: an assessment 5
Strengthening higher education co-operation 8
A Commonwealth Fund for Higher Education Co-operation 9

II. Collaboration in Distance Education and Open Learning 15

Recent and current experience 16
Potential for future collaboration 17

Summary of Recommendations 21

Annex: Opening Address by Commonwealth Secretary-General 22

Appendices

A: The Current Situation - A Commentary 27

Summary of Recommendations in Appendix A 35

Attachments to Appendix A:

1. Recent Developments in Selected Countries 36

2. Statement by Commonwealth Ministers of Education on Commonwealth Co-operation in Higher Education - Sofia, 6 October 1985 52

B: List of documents prepared for the Meeting 54

C: Members of the Standing Committee 56

FOREWORD BY THE COMMONWEALTH SECRETARY-GENERAL

The Commonwealth has reason to be especially grateful to Sir Roy Marshall and his colleagues on the Commonwealth Standing Committee on Student Mobility for the contribution they have made over the past five years. This is not just for their illuminating analyses, helping us to understand the forces shaping the volume and direction of the movement of students within the Commonwealth; though they have certainly produced those. But they have also challenged governments to re-examine, and in some cases to modify, their policies; and they have sensitized member countries to the effect their policies may have on others within the Commonwealth. The realisation is growing - but all too slowly - that in this area of policy a concerted approach is desirable.

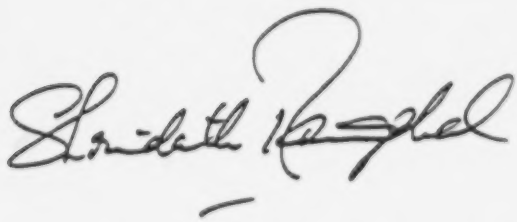
Beyond this, the Committee has consistently stressed the importance of diversifying the pattern of exchange so that the stronger and more independent institutions of higher learning throughout the Commonwealth will be able to participate on a more equal footing. Indeed, one of the main achievements of the Standing Committee has been in winning support for its contention that the issues of student access in the Commonwealth and those of building strong systems of higher education in developing Commonwealth countries are closely interrelated; that study abroad should not simply be regarded as a substitute for study at home but a useful complement to it.

The expansion of Commonwealth student mobility basically depends upon access to study opportunities abroad. It means that fees must be reasonable, that quotas should not be too tight, and that there must be plentiful awards to assist students. All this has been recognised by Commonwealth Governments in the statements made at recent meetings by both Ministers of Education and Heads of Government. What is now needed, as the Standing Committee has said, is the commitment and resources to translate these perceptions into reality. This is surely within the capacity of our countries given that the effort needed is on a comparatively modest scale in relation to the potential benefits both for the well-being of our association and for the progress of Commonwealth countries and peoples.

Unfortunately, Commonwealth student mobility is not growing in the way that Heads of Government hoped when the Committee was established five years ago. Despite some promising initiatives, member governments have not yet been able to commit resources on a sufficient scale to translate their intentions into reality. Against this background, I warmly welcome the Standing Committee's proposal that a Commonwealth Fund for Higher Education Co-operation should be established. Such a Fund could

help to strengthen greatly the fabric of Commonwealth higher education co-operation.

The existing ties between member countries draw strength from bonds forged both between education systems and through the work of innumerable schools and colleges in our countries. In just the same way the future of the association may also lie in our making it a true Commonwealth of Learning. The five reports of the Standing Committee represent a signal contribution in pointing the way to the realisation of that ambition.



MARLBOROUGH HOUSE, PALL MALL, LONDON SW1

30 AUGUST 1986

Dear Secretary-General

We have pleasure in submitting to you the Fifth Report of the Commonwealth Standing Committee on Student Mobility. We hope that it will contribute to the advancement of academic and educational interchange with which we have been concerned in each of our four previous reports. In this connection, and in order to establish a means for giving practical realisation to the objectives to which Ministers have pledged themselves, we have proposed the creation of a Commonwealth Fund for Higher Education Cooperation. This, we believe, would bring benefits comparable to those derived from the Commonwealth Fund for Technical Cooperation which has done so much to promote development in Commonwealth member countries. It could also be a vehicle for funding any new collaborative initiatives in the field of open learning which Commonwealth Heads of Government at their meeting in Nassau invited you to explore. In this report we have made our own observations and suggestions about the potential for such collaboration, which we view with enthusiasm.

Yours sincerely

Sir Roy Marshall

Dr A Christodoulou

Sir Monty Finniston

Mr F S Hambly

Alhaji Yahaya Hamza

Tan Sri Dato Haji Murad Mohammad Noor

Dr Madhuri Shah

Mr Esekia Solofa

Sir Hugh Springer

Professor T H B Symons

I:COMMITMENT AND RESOURCES

1. The Standing Committee was called into being five years ago in response to a widely held and deeply felt conviction that any curtailment in the movement of young people to take up study opportunities within the Commonwealth would have profound implications for the Commonwealth relationship as a whole. As we pointed out in the report we prepared for the meeting of Commonwealth Education Ministers in Nicosia, such curtailment was at variance with the free exchanges in education which have been a distinctive and enduring element of the Commonwealth connection as well as a potent factor in moulding the organic character of the association and the special richness of its professional and institutional links. Barriers which inhibited student flows therefore raised political no less than academic concerns.

2. These perceptions have been endorsed at the highest level by Commonwealth Heads of Government, meeting in Melbourne in 1981 and again in New Delhi in 1983. In their communiques they reaffirmed that student mobility and educational interchange within the Commonwealth are important to maintaining Commonwealth links as well as to the national development efforts of Commonwealth countries. They re-emphasised the point in Nassau in 1985, when they agreed that there was an urgent need for all Commonwealth governments to examine how the decline in intra-Commonwealth student flows "could be reversed within the framework of the principles contained in the Statement on Student Mobility issued by Commonwealth Ministers of Education in Nicosia in 1984."

3. The need to maintain educational ties has never been more apparent than in recent months when the Commonwealth itself has been under strain with acute differences of policy emerging. In surmounting that crisis the Commonwealth showed that the strength of its underlying fabric was sufficient to withstand differences over particular issues. Surely, the Commonwealth's inner resilience owed much to the influence of educational interchange on so many Commonwealth citizens during the most formative period of their lives. For the future it is vital that these ties are constantly renewed. New waves of students must replace those of past years, and new technologies must be harnessed to extend the benefits of higher education interchange to ever increasing numbers of students.

The Last Five Years: An Assessment

4. In the light of the five meetings we have held between 1982 and 1986 and against the background of recent events, we consider it appropriate to review the totality of our own work,

the effect which it may have had on national policies, and the degree to which it has moulded new Commonwealth approaches. We find thelrecord is mixed. Undoubtedly the most encouraging development has been the statement agreed by Commonwealth Ministers of Education at their Ninth Conference in Nicosia in July 1984, and subsequently endorsed by Heads of Government, when they explicitly recognised their responsibilities for promoting Commonwealth student mobility and made a declaration setting out the key principles to which they adhered. In their statement they spoke of their belief in the value of student mobility, their determination to foster it and their recognition of the responsibility of Commonwealth governments to formulate policies which would contribute to that end. They affirmed their intention to ensure that the Commonwealth would collectively raise the level of intra-Commonwealth student mobility and their desire to widen the network of educational exchange among Commonwealth countries. The overwhelming majority of them considered fees for students from other Commonwealth countries should be less than full cost, and they indicated that they would desist from increasing discrimination against Commonwealth countries in the matter of fees.

5. These commitments by Ministers, their renewed and expanded support for the Commonwealth Scholarship and Fellowship Plan, and their pledge to promote consultation between their governments, have been a source of encouragement to the whole Commonwealth and have provided a framework for the formulation of national policies and programmes of co-operation. We ourselves found the Nicosia statement to be significant and heartening, and both in our last (fourth) report and at our present meeting we have devoted attention to considering how Commonwealth governments might best honour and advance the commitments they have entered into.

6. The attention which Ministers of Education and Heads of Government have devoted to student mobility in recent years is an indication of the extent to which Commonwealth countries have been sensitised to the way in which policies on students from abroad are viewed as a key element in Commonwealth relationships. There is a new awareness that when policies on fees, charges and quotas for students from abroad are under consideration, the opinions and interests of other Commonwealth countries should be taken into account. Thus, several Commonwealth governments, in formulating their policies on student mobility in recent years, have consulted widely about the possible repercussions of the policy changes they were contemplating. Commonwealth student mobility has come to be seen as multi-faceted in nature and impinging on concerns and interests not only of the national education system but also of international affairs.

7. Certain specific trends and decisions have undoubtedly been influenced in part by this new climate of concern. Examples include the growth in some countries, like Australia, of the number of students from abroad; the recent decision by New Zealand to abolish the private foreign student fee; the expansion of the Commonwealth Scholarship and Fellowship Plan especially through much larger contributions from Eritain and Canada but also through the increased commitments to CSFP by

some Commonwealth developing countries; and in many countries the formulation and review of overseas student policy and the establishment of consultative machinery.

8. In spite of such gains we have an overall sense of keen disappointment that more has not been achieved. In their Nassau communique Heads of Government called for "the restoration of growth" in intra-Commonwealth student mobility, but the latest information available to us in mid-1986 is that its volume has been static for the past three or four years. In the early 1980s the number of Commonwealth students going to Britain decreased following the imposition of full-cost fees; a trend which may now have stabilised. In Canada, however, where fees have also been rising, the strong growth of the early 1980s has been followed by a relatively steep decline. Australian institutions have been admitting more students from the rest of the Commonwealth but the decision to raise fees to 45% of full cost, and to impose a ceiling on the number of students who may be admitted on a subsidised basis, will prove obstacles to further growth there. The overall volume of Commonwealth student mobility thus appears to be static.

9. At a time when Commonwealth youth populations are growing and seeking educational facilities within the Commonwealth to advance the development of their countries, this record is disappointing. In West Germany, where no fees are charged, increasing numbers of foreign students, now totalling about 72,000, are enrolled. France, with a similar fee policy to Germany, has over 134,000 foreign students, twice as many as Britain. Japan aims to increase the intake from 12,000 in 1984 to 100,000 by the end of the century. The number of overseas students on Soviet Bloc scholarships rose from 50,000 in 1977 to over 110,000 in 1982. The contrast between lack of growth within the Commonwealth and growth elsewhere is sharp and serves to underline two points. The first is the association of lower fees with expanding enrolments. The second is the fact that fee rises are not everywhere the norm. Globally, the high fees regime in several Commonwealth receiving countries could be considered the exception rather than the rule among the major host countries to students from abroad.

10. These developments confirm the prime importance for Commonwealth student mobility of fees, charges and quotas as determinants of access. As Commonwealth Education Ministers themselves stated in Sofia in 1985, of all the factors affecting student interchange which are under the direct control of governments, "the most important ... is undoubtedly the level of fees and charges". Countries which levy high fees, or which have increased fees sharply, have experienced declines in Commonwealth student numbers. Where fees have been held steady in terms of overseas currencies, or where they have been reduced, an increase in student numbers has tended to result. Although some countries' perceptions of their national self-interest have led them to replace a policy of low fees and general subsidization with one of high fees and targetted awards, in practice the experience has been that the sums injected into the system through awards fall far short of what is removed in subsidy. We have therefore argued many times that awards, while being an important support for student mobility,

are not a substitute for policies of liberal and inexpensive access for non-award holders.

11. Regrettably, there is little prospect of a complete return by all countries to an undifferentiated fee system for home and overseas students. But the case for fee subsidies, so firmly entrenched in relation to domestic students in most countries, remains valid for students from abroad and we once more urge governments to set fees as low as possible and to fulfil their undertakings given at Nicosia that where fees are raised the level of discrimination against Commonwealth students will not increase. In that connection, we find the recent decision of the British Government to pay the fees of European Community students to be disturbing in that it pegs Community fees at zero when tuition fees for Commonwealth and other students from abroad are rising at least in line with the rate of inflation. It seems hardly compatible with the intent and spirit of the Nicosia statement because it has not yet been matched by any corresponding mitigation in favour of the Commonwealth.

12. We therefore feel bound to emphasise once again the centrality of the issue of fees and charges, quotas, and other restrictions on access, in the whole discussion of student mobility. Because they are controlled by governments, these are widely seen as the touchstones of governments' commitment and intent in this field. Past decisions on fees will have critical and pervasive effects. In the absence of any really massive injection of resources into awards, it is the level of fees and quotas that will determine future growth.

Strengthening Higher Education Co-operation

13. Apart from student mobility and the issues of student access, the other main strand in our work has been to explore how Commonwealth educational interchange could become more diversified. This involves the development of a network of stronger and interdependent higher education institutions giving better expression in the domain of higher education to the genuinely polycentric character of the modern Commonwealth. It was with these considerations in mind that we developed the concept of a higher education programme on a Commonwealth basis which would foster consultation and co-operation, and promote new forms of collaboration in response to evolving needs and opportunities. We identified in particular the following:

- institution building particularly through staff development, improved management systems, stronger libraries and data processing facilities;

- assistance to national efforts to upgrade existing centres for advanced study and research, with a stronger postgraduate component;

- introduction of the new technologies to assist research, teaching and administration, to link universities colleges and research institutes more directly and to enhance their capabilities for reaching new groups of learners;

- creation and sustenance of networks of scholars within the Commonwealth through the promotion of new links between institutions and departments, the exchange of staff, and collaborative research;

- more south-south and north-south flows of scholars.

14. Such a programme for developing higher education co-operation in the Commonwealth would serve many constructive purposes. Most importantly the strengthening of colleges and universities in different regions of the Commonwealth will enable them to play a fuller role as more equal partners in the process. It will diversify and enrich the pattern of student mobility and broaden academic interchange.

15. Heads of Government in New Delhi have described our proposals on these matters as "a framework for action within which the range of educational opportunities for citizens of Commonwealth countries could be significantly widened". Accordingly, we elaborated them in our subsequent reports, and in expressing appreciation of this further work Heads of Government at their Nassau meeting in October 1985 "invited all Commonwealth governments to give the closest consideration to their constructive proposals."

16. While we have been heartened by this endorsement of our proposals for developing Commonwealth collaboration in higher education, and while there has been acceptance in principle of the value of co-operative activity, these have not been mirrored in the commitment and the resources required to convert principles into practical action.

17. With this in mind we have on this occasion eschewed the temptation to submit a further long list of recommendations. Instead we confine ourselves essentially to one major proposal designed to ensure that new money and additional resources are available to carry forward jointly agreed programmes in the area of education co-operation.

18. **The time has come, we believe, to create a Commonwealth Fund for Higher Education Co-operation.**

19. The call for a new Fund arises because the needs we identify below transcend the objectives of existing funds and lie beyond their resources. Such a Fund will not be a substitute for national efforts. Nor will it supplant bilateral aid programmes. Rather, it will complement them both, and make it possible to launch programmes which almost by definition are beyond the scope of either.

20. A new Commonwealth Fund of this kind would enable developing member countries to:

- draw on a wider range of expertise than any single donor country possesses;

- extend the range of sources on which they can draw for books, equipment, training and other expertise;

- enlarge the possibilities of funding regional institutions and facilities;

- make possible the promotion of professional networks as channels for the exchange of experience and collaborative research;

- offer developing countries the opportunity to contribute their own skills and experience in promoting educational development among their partner countries in the Commonwealth.

21. Whilst multilateral assistance has sometimes suffered from the disparate nature and failures of communication among the different national components in a package of assistance, the Commonwealth has no such disadvantage. The similarity of institutional frameworks and educational philosophies, the common language and the tradition of working together as equals, ensure speedy and smooth communication and create a particularly favourable environment for successful endeavours. Indeed there already exists a network of functional linkages, both governmental and non-governmental, on which further co-operation can be built. Over and above these functional considerations there is an overriding political value in institutionalising Commonwealth collaboration in this way. It will give substance to the sense of community that Commonwealth higher educational institutions and the individuals within them already feel.

22. In the light of the endorsement given by Education Ministers and Heads of Government to the proposals in our earlier reports, we envisage this Fund giving priority to the following:

(a) Collaboration in distance education and open learning

Proposals for this are expected to be presented to Heads of Government by the Commonwealth Secretary-General in 1987. We have devoted the next section of our report to a fuller discussion of the possibilities. We find the time is ripe for new initiatives in this area, given the rapidly developing experience of this mode of learning in Commonwealth countries and the advance of new technologies. They offer exciting scope for developing new directions for Commonwealth interchange, and can be an important complement to the promotion of the physical mobility of Commonwealth students. This should be the first though not the sole charge on the proposed Commonwealth Fund for Higher Education Co-operation.

(b) Institutional development in Commonwealth developing countries

Programmes which should be developed include:

- institutional and departmental linkages especially in the context of strengthening national and regional centres for advanced study and research;

- training and other support to improve the effectiveness of institutional management;

- staff development, including structured attachments to colleges and universities in other countries;

- the provision of more opportunities for scholars from developed and developing countries to work in each others' institutions;

- the strengthening of libraries in higher education institutions;

- the provision of equipment for reprographic services and laboratories;

- improved facilities for the production, acquisition and exchange of journals and other publications required by academic staff in their specialist fields of interest.

(c) Greater participation of women in Commonwealth higher education and interchange

Whilst the long-term goal is to ensure that women are fully represented under regular schemes and programmes, in the short term some specially earmarked funds for Commonwealth awards to women at postgraduate level and for upgrading academic and administrative female staff are needed.

(d) Hostels and welfare services

Modest funding to assist in the provision of international student hostel facilities in those Commonwealth countries of the south which are receiving many students from elsewhere in the developing Commonwealth would be a powerful aid to mobility. The development of welfare services for Commonwealth students in such countries also merits support.

(e) Support for studies of key issues in Commonwealth development

Research by universities, colleges and teacher institutions into issues affecting Commonwealth co-operation and development could yield valuable results. A useful spin-off would be the creation of a wider understanding of the Commonwealth amongst higher education students, teachers and ultimately pupils in schools.

(f) Exchange of Information

Funds are needed to develop more systematic arrangements for:

- the provision of information on study opportunities and awards in Commonwealth countries;

- the collection and analysis of student mobility data;

- the compilation and maintenance of an ongoing data base.

23. These are broad areas of activity and the total needs are clearly immense. It would be possible to propose major investments of hundreds of millions of pounds in the areas we have listed. However, we are only too aware of the financial constraints facing Commonwealth countries, both developed and developing, at the present time. When many existing agencies find it difficult to attract funding, this is not the moment to suggest vast schemes. But the needs we have identified are being insufficiently addressed by other bodies, and while on the one hand we want to avoid putting forward something too ambitious, on the other hand we have no wish to suggest something so small as to be incapable of having any real effect. If an impact is to be made, on an incremental basis from year to year, we believe that the Fund should be established on the initial basis of an annual budget of around £15 million at current prices which should be adjusted for inflation and for changing priorities.

24. Although as we have said, an annual expenditure of £15 million would be modest in relation to need, it would nevertheless make it possible to implement many practical schemes in the areas of priority we have identified. Thus for present purposes we assume that two-thirds of the proposed Fund of £15 million per annum could be devoted to distance education collaboration. An annual expenditure of £10 million would make possible the funding of a broad range of activities of the kind discussed in the next section of this report. They include the acquisition of course materials for use by co-operating institutions throughout the Commonwealth; provision of training in distance education techniques; the development of courses in some key areas; and the support of communication links between a number of Commonwealth universities.

25. The remaining £5 million per annum could be available to serve the other priorities we have mentioned including, simply by way of illustration:

- opportunities for 500 university and college staff to have structured training attachments abroad or to attend upgrading courses (£1.0 million)

- 5,000 annual journal subscriptions for universities and colleges in the developing world at £70 each (£0.35 million)

- 50,000 university library books at £20 each (£1.0 million)

- 100 packages of micro-computers and electronic mail equipment for research purposes and college administration use (£0.5 million)

- equipment to upgrade reprographic services, including facilities for word processing and laser printing (£10,000 for each) at 25 universities and colleges (£0.25 million)

- 150 full postgraduate scholarships for women at £7,000 each (£1.05 million)

- substantial contributions towards the cost of upgrading facilities at overseas student hostels in some developing countries (£0.4 million)

- half-a-dozen grants of £50,000 each to universities for research enquiries into issues of key relevance for Commonwealth development (£0.3 million)

- the cost of a student mobility information system producing and supplying to student mobility contact points directories and other information materials on courses of study, awards etc. (£0.15 million).

26. In terms of financial modalities, we have considered three possible financial structures for the Fund:

(a) to create a large capital endowment sufficient to establish the Fund and thereafter yield an annual income of £15 million;

(b) to raise the whole amount on the basis of yearly voluntary pledges by governments, in the same way as CFTC is funded;

(c) to adopt a mixture of these two approaches.

27. We have decided to recommend the third approach with the initial endowment fund of around £50 million, and about £10 million then to be found through an annual pledging process. The relatively long-term nature of some of the programmes of institutional development in distance education and in other areas where collaboration should be developed, make it desirable to have a firm financial basis on which to plan several years ahead. It is essentially with this in mind that we are adopting the third option with its provision for an endowment of a reasonable size.

28. For the administration of the Fund we would not envisage a new, much less a large, bureaucracy. Administrative mechanisms should be kept simple by working as far as possible through governmental and non-governmental institutions already in place, and seeking to build upon what exists. However, if the proposed Commonwealth Fund for Higher Education Co-operation is established, its management will necessarily have to be kept under the supervision of governments, and appropriate decision-making machinery must be established. This would fill an important gap which we have identified in existing arrangements, namely the lack of an effective implementing mechanism to give effect to the decisions of Commonwealth governments taken during their consultations at ministerial conferences and elsewhere.

29. The proposals we have made in this section of our report, and those on open learning to which we now turn, can invest Commonwealth cohesion and unity with new strength. Student mobility and education co-operation are fundamental to the future of the Commonwealth itself. They create a network of institutional links which underpin progress in many spheres of

national development and of scientific and technological advance. At the same time they provide the framework in which friendships and understanding at the personal level can flourish, enabling a future generation of leaders to know and respect one another and develop common values and shared ideals. If, however, they are to develop in the manner and on the scale we have advocated, the creation of an enabling mechanism is essential. In 1971 the Commonwealth Fund for Technical Co-operation was established to provide support for a wide range of developmental activities. Encouraged by its success we are convinced that a Commonwealth Fund for Higher Education Co-operation could serve complementary beneficial ends with even more enduring results. The Commonwealth is supremely well-fitted to seize these opportunities. The needs are clear. The potential for progress exists. One challenge remains. This is to mobilise the commitment and the resources to ensure that the needs are met.

II: COLLABORATION IN DISTANCE EDUCATION AND OPEN LEARNING

30. In our previous reports we noted the importance of the new information technologies and the possibilities they offered for new forms of Commonwealth co-operation and exchange, particularly in higher education. We were therefore pleased to learn of the statement by Ministers of Education in 1985 that:

> The development of collaborative arrangements, making use of new communication technologies, should be actively promoted for this is a field where there is considerable Commonwealth experience. The time has come when it would be appropriate boldly to consider the launching of new Commonwealth initiatives in the field of open learning. We have asked for a report on the potential contribution of such innovative methods and approaches to Commonwealth student exchange and educational co-operation to be presented to our Tenth Conference in Nairobi in 1987.

and of the statement from the Heads of Government Meeting, also in 1985, that:

> Particularly encouraged by the potential for collaboration in higher education through distance education and the use of the new technologies, they requested the Secretary-General to explore the scope for new Commonwealth initiatives in the field of open learning.

31. The Secretariat has followed this up in three ways. It has held two one-day meetings in 1986, in London in March and Vancouver in May, in order to consult a wide range of educators from all parts of the Commonwealth with experience of distance and open education. Second, in the light of their recommendations, it has commissioned background papers from leading experts throughout the Commonwealth on possible ways of furthering Commonwealth co-operation in distance and open learning. Third, with financial assistance from the British Overseas Development Administration, it has commissioned a review of Commonwealth experience in this area which will be completed early in 1987.

32. The Association of Commonwealth Universities has greatly assisted in maintaining an independent commitment to the theme of collaboration in distance education and open learning. A one-day session was devoted to it at the meeting of Executive Heads of Commonwealth Universities held in Penang in August 1986. At our own meeting in the same month we were fortunate to have the benefit of a personal report from Dr John Daniel, President of Laurentian University in Canada, who chaired the Penang discussion. While the Penang meeting had no decision-making role, it demonstrated that there was a consensus

in favour of initiatives to foster Commonwealth co-operation in information, staff training, the exchange of teaching material, the interchange of course credit across national boundaries, and the development of a network of distance-teaching institutions that would facilitate co-operation, widen educational opportunity, and give a strong new thrust to student mobility without the increasing costs associated with moving people between different countries.

Recent and Current Experience

33. Recent changes in communications technology, building on a long tradition of correspondence education, are important in this context both because they help in providing education off-campus and because they facilitate co-operation between higher education institutions. Like radio and television, computer-based technologies are providing educators with tools for the production and distribution of teaching materials. Data links based on computers are already enabling universities and others to exchange information. Satellite communication is being used for exchange of information between universities and for teaching at, for example, both the University of the South Pacific and the University of the West Indies. We retain a conviction, however, that developments in distance education should not be subordinated to any particular technology but that the choice of any one or more than one should be determined by the educational need of the country, the audience to whom it is directed, cost considerations, and the infrastructure of services in the country concerned.

34. The exchange of information along the lines we suggest in paragraph 42a is fundamental to co-operation, and progress is already being made in Australia and Britain, for example, in collecting and presenting information on opportunities for distance education. In order to facilitate comprehensiveness and complementarity, we see a role in any future schemes for Commonwealth co-operation to link information services that are already being developed.

35. Both the Commonwealth Secretariat and the Association of Commonwealth Universities have identified the need for increased opportunities for training in distance education. Training is needed for those planning distance-learning projects, for administrators of distance-teaching institutions, for those with specialist roles within them such as producers and editors of materials, and for academic, tutorial and support staff, on the techniques appropriate for teaching their subjects at a distance. Since the numbers of people involved in any one subject in a particular country are strictly limited, international co-operation in training, apart from its other benefits, offers considerable economies of scale.

36. If distance-teaching courses are developed in one place and used in another, as is beginning to happen, the need arises for agreement on credit transfer and accreditation. There is experience of such cross-accreditation within both Australia and Canada. In an interesting development in Hong Kong, the Open College, a constituent part of the privately-financed University

of East Asia, uses courses developed by institutions in various Commonwealth countries and arranges for their recognition and transferability. It does this by matching its own examining procedures as closely as possible with those of the originating institutions and employing external examiners from those institutions.

37. The secondary use of teaching materials (use of materials on courses other than those for which they were designed) has attracted interest since the British Open University demonstrated the high quality which materials used in distance education could achieve. It has become possible, and relatively cheap to the receiving institution, because distance-teaching institutions have generally been willing to make their materials available at a price which reflects only the marginal cost of their production. Universities in Australia, Malaysia and New Zealand have already begun to share materials developed on one campus but used at another. So have the University of the South Pacific and the University of the West Indies. Of course cultural and environmental differences between countries can limit the appropriateness of secondary use of materials, as do the difficulties of cataloguing educational courses and the problems of copyright. The wealth of available materials, which will continue to expand with the advent of information technology developments, makes expansion of secondary use of such benefit, however, that these difficulties need to be tackled and resolved on a co-ordinated international basis.

38. There is also experience of co-production of materials between Commonwealth universities, but this has not had as wide application as the secondary use of materials.

Potential for Future Collaboration

39. There is thus a wealth of distance-education experience within the Commonwealth, and bilateral links are already developing between Commonwealth institutions. But, valuable though all this is, it is not commensurate with the needs to be addressed in expanding opportunities for degrees and diplomas, for vocational training, and for continuing education. A programme of Commonwealth co-operation could bring collective resources to bear on these tasks, using the strengths of distance education to overcome barriers of distance and limits of resources, and could do so in a way that would enhance national programmes of distance and open learning and even strengthen the local institutions involved in collaborative arrangements. Many tertiary institutions in a number of countries have considerably increased the quality of their own teaching in this way.

40. We examined various forms which enhanced collaboration between institutions might take and a number of possible models for co-operation. At one end of a spectrum of possibilities might be a facilitating service, to be carried out either by the Secretariat itself or by a newly established agency, but with strictly limited functions in co-ordination and in exchanging information. At the other extreme, one might think of the establishment of a fully-fledged open university, with its own

academic staff, separate from existing universities and enrolling students throughout the Commonwealth, teaching them itself, and awarding its own degrees and diplomas.

41. There are several useful functions to be performed by a specially created Commonwealth agency or agencies placed somewhere along that spectrum. While it is premature to specify one particular model which co-operation arrangements or institutions should follow, we have identified some working principles which should guide the development of any new initiative:

- it should have clearly stated objectives and a well-defined role;
- it should work mainly with and through existing institutions, making available additional resources and enabling them to do a better job;
- it should perform a central service and co-ordination role;
- it should promote initiatives to fill gaps in existing arrangements;
- it should concern itself with continuing education, professional and vocational training, upgrading programmes, and education not geared to qualifications, as well as with degree and diploma programmes;
- it should seek to ensure that the technologies used are appropriate for the needs and convenience of its students.
- it should pay particular regard to the needs and circumstances of small states.

42. This leads us to suggest a range of functions that could usefully be undertaken at the pan-Commonwealth level, alongside and in support of the bilateral activities we have reviewed. **The scope for Commonwealth activities is considerable. We recommend arrangements for co-operation in the following areas:**

(a) Information: to provide an information service on open and distance education to institutions working in the field, to other educational bodies, and to institutions considering the development of distance or open learning. No such comprehensive service exists.

(b) Staff training in the techniques of distance education is an area of urgent need with the rapid expansion of distance-education work in Commonwealth countries. There is a large potential demand for courses in such areas as course-writing, materials production, organisation of support services, and institutional administration. A Commonwealth agency could make available information, act as a clearing

house, and itself initiate, sponsor and perhaps fund new training courses where gaps exist.

(c) Acquisition and delivery of teaching materials: a brokerage service is needed to assist distance-teaching institutions to identify and acquire distance-teaching materials. It might itself maintain a collection of materials, but would also have an active role in establishing contact and encouraging co-operation between potential users and producers of materials.

(d) Promoting and commissioning teaching materials: there are subject areas in which good materials do not exist, and in which they will be generated only in response to an international rather than a national demand. Thus there is a need for a facility to commission and, where appropriate, finance material for such Commonwealth-wide use.

(e) Local support services to students: support for students is necessary - on a local basis - wherever materials developed in one place are made available for use by distance education in another. A Commonwealth agency could not directly fill gaps in provision itself. But there is an important brokerage role to be undertaken in helping to bring the necessary facilities into existence and in developing and possibly monitoring codes of effective practice for tutorial and support services to be provided by partner institutions in the collaborating countries.

(f) Accreditation and the award of qualifications presents particular difficulties where a student uses courses from a number of sources. A Commonwealth agency might in conjunction with others be able to bring an accreditation facility into operation with powers to accredit, to validate courses and, where appropriate, to award degrees.

(g) Facilitation of inter-institutional links using the new technologies and exploring the possibility of creating a communications network for data transmission or direct personal interfacing by academics and administrators.

(h) Evaluation of, and applied research in, distance education and open learning to help improve the quality of what is available throughout the Commonwealth.

43. We have examined these functions in the context of the growth of open learning over the last two decades. This growth has occurred in most parts of the Commonwealth. In Nigeria, for example, many teaching, academic and professional qualifications have been gained by the use of correspondence courses, and the National Teachers Institute has upgraded large numbers of under-qualified teachers by the same means. In Southern Africa, the

University of Zimbabwe is planning to introduce some external degree programmes while the Southern African Development Co-ordination Conference is exploring the possibility of regional co-operation in distance learning. In India the Indira Gandhi National Open University has been established to provide distance education throughout the country and to co-ordinate the work of other institutions, while the University Grants Commission is also encouraging the development of open learning programmes at regional state universities. In these, as in other Commonwealth countries, distance education is now poised for further advance, and a Commonwealth initiative could help to support existing programmes and bring to fruition new national and regional initiatives. Assistance with training staff in the techniques of distance education, or extending the range of courses available for education at a distance, are examples of the practical kinds of help which would be useful both to larger countries and to smaller ones faced with the challenges of distance and academic isolation.

44. Our review of Commonwealth experience and of the functions for a co-operative venture has led us to the idea of an institution with its own relatively small central staff but with much of its day-to-day work and virtually all of its contacts with students decentralised. Its role would be both facilitating and in appropriate areas directly operational. The precise way in which it would work in any one country would, of course, depend on the educational infrastructure in that country, and would be subject to agreement with the national authorities.

45. Although we have not examined in detail the constitutional structure for what we propose, our initial view is that the most appropriate enabling mechanism might be a Commonwealth Council for Open and Distance Education, for which the proposed Commonwealth Fund for Higher Education Co-operation proposed earlier in our report would constitute the major channel of official funding.

46. We recommend that the Secretary-General should seek further specialist advice on the structure and working arrangements of future Commonwealth effort in distance education and open learning, including the possible modalities of any Council that might be established, in order to prepare a detailed proposal to be put to Ministers in 1987.

* * *

SUMMARY OF RECOMMENDATIONS

We make just three major recommendations:

1. A Commonwealth Fund for Higher Education Co-operation should be created with an initial capital endowment of £50 million and yearly voluntary pledges by governments of £10 million in real terms (paragraphs 18 and 27). Collaboration in distance education and open learning should be the first charge on the Fund; others should include institutional development in Commonwealth developing countries, more postgraduate scholarships for women, the upgrading of welfare services and facilities at student hostels for overseas students, and the provision of a student mobility information system (paragraph 22).

2. In support of distance education and open learning, there should be arrangements for Commonwealth co-operation in the areas of information, staff training, the acquisition and delivery of teaching materials, promoting and commissioning teaching materials, local support services to students, accreditation and the award of qualifications, facilitation of inter-institutional links, and evaluation and applied research in distance education (paragraph 42).

3. The Secretary-General should seek further specialist advice on the structure and working arrangements of future Commonwealth effort in distance education and open learning, including the possible modalities of any Council that might be established, in order to prepare a detailed proposal to be put to Ministers in 1987 (paragraph 46).

ANNEX: OPENING ADDRESS BY COMMONWEALTH SECRETARY-GENERAL

Sir Roy Marshall, Dr Madhuri Shah, gentlemen. It is my great pleasure to welcome you here to Marlborough House at the start of your four-day meeting. This is the fifth time that this Standing Committee on Student Mobility has met and the reports which you have produced - one every year since 1982 - have been a major contribution to the international debate on student mobility and have carried forward the whole discourse on this subject into new and constructive channels.

The situation we have reached in 1986 is still very far from satisfactory as your reports have made only too plain. One has a tremendous sense of missed opportunities and narrowed horizons; in some cases of countries almost choosing the path of isolation, in others of their being condemned to it by rising costs of study abroad and their own lack of resources. Commonwealth student mobility is still in the doldrums even though as a result of the inexorable growth of population the total Commonwealth student population is perhaps ten percent higher than when you started your work. Nevertheless, you should not look back on these five years and on your successive meetings and reports, with a sense of failure. I say this because your analysis and findings have been greeted with interest and respect by governments and peoples throughout the Commonwealth. Appreciation of your work has been voiced by Ministers of Education in both Nicosia and Sofia in the past two years; and at Nassau last October, Heads of Government themselves paid warm tribute to what you have managed to achieve. I would like to add my own word of thanks to you for the dedicated way you have approached your task and for the insights you have brought to bear on issues of crucial importance to Commonwealth countries and peoples.

Moreover, I believe that there have been real achievements on some fronts. When you started your work in 1981 threatening clouds overhung the whole framework of Commonwealth education interchange. There was - and remains - a real bitterness over the move to full-cost fees by Britain. The whole atmosphere of Commonwealth academic interchange was soured by what had happened and there was a danger that other Commonwealth countries would follow suit. Certainly in mid-1986 we have no cause for complacency, but I do nevertheless think that your own exposition of the issues and your sustained advocacy of progressive and outward-looking policies have had some effect. Let me briefly refer to a few of the more positive developments in recent years.

First, you have helped to sensitise Commonwealth countries to the importance of educational interchange and to the damage that can be caused to Commonwealth relationships by ill-considered

policies. There is now a greater sensitivity to the opinions and interests of other Commonwealth countries over matters of fees, quotas and access for students from abroad. This was given clear expression in the ministerial statement at Nicosia in 1984. That statement, and the debate that preceded it, did represent on the part of ministers a genuine desire to keep the channels of student mobility open, but it is regrettable that the necessary 'teeth' in terms of extra resources have not been devoted to translating their general aims into reality.

Second, governments have shown a genuine readiness to formulate new policies or to appraise and re-appraise existing ones. Partly in response to your own advocacy both host countries and sending countries have given fresh consideration to their objectives and policies in student exchange. There have been notable examples of this in the reviews in Australia, New Zealand and currently in Canada: and Britain too has taken a number of steps in the direction of a more coherent overseas student policy. Commonwealth developing countries for their part have thought more consciously about what they hope to achieve and what they can manage to afford in sending students abroad. All this, I think, represents a healthy development. It is what your own reports have advocated, and it is happening in more and more countries.

Third, the outcome of these reviews has in some cases been useful. The new Australian policy in 1985 represented a turning aside from full-cost fees for the majority of overseas students even though for certain categories the Australian Government contemplates full charging. There were powerful advocates in Australia of a completely commercial approach to overseas student admission. Some of the Canadian provinces deferred intended fee increases. Among developing countries India has so far rejected a dual-pricing policy in student fees. But examples of positive liberalisation and the commitment of more resources have been few. The agreement to expand the Commonwealth Scholarship and Fellowship Plan was one major advance. There have been minor but nevertheless welcome ones like Britain's Shared Scholarship Scheme especially for Commonwealth developing countries' postgraduates. Perhaps the most welcome decision of all in recent months was that announced in May 1986 by the New Zealand Government to abolish the overseas students charge, to move in the direction of greater liberalisation of access and to put more resources into overseas students programmes. This is an outstanding contribution to the causes your committee has at heart.

In speaking of achievements I am describing things you may well think are achievements in only the rather negative sense that the pace of retreat has been slowed. When I addressed Commonwealth Ministers in Nicosia, I described the student mobility issue as a sort of Stalingrad, beyond which one could not afford to retreat further. If I were to pursue that metaphor I would say we are still in a Stalingrad-type situation of siege and attrition. The broad advance of restrictionist policies towards overseas students has perhaps been temporarily halted. But only a few successful counterattacking sorties have been launched - a few victories here on fees and a new award scheme somewhere else. There is not as yet any general advance

to regain the territory lost through erosions of freedom of access for overseas students to other Commonwealth countries.

I see two particular dangers and difficulties outstanding. And both ultimately threaten the unity and the coherence of the Commonwealth by eroding the sympathies and ties that bind our people together, through a shared sense of past history and an awareness of common present values and a common vision of a more peaceful and prosperous future. First of all on the side of the host countries values of internationalism have tended to give way to calculations of monetary advantage. Academic institutions have been asked to adopt attitudes and pursue policies towards overseas students which would be unacceptable in relation to home students. Students from abroad have sometimes been regarded as sources of income and profit. They have been recruited for the bundle of currency notes they bring and, if stories are to be believed, there has been some nibbling at the edges of academic admission standards when a full-cost fee is in prospect from a student from abroad. The attempt to run a dual-pricing policy and discriminate between home and overseas students can be destructive of confidence and of a true scholarly atmosphere in educational institutions. Some kind of regulation, some sort of code of conduct in recruitment and services to overseas students, seems necessary and it is encouraging to know that attention has been paid to this need by individual colleges and universities and by their representative organisations.

A second problem arises on the side of sending countries. Study abroad becomes more and more expensive as fees rise and the gap in living costs between developed and developing countries widens. When this happens it is difficult to see how student interchange on the traditional pattern can be sustained. Some of the largest senders of Commonwealth students like Malaysia and Nigeria have been feeling the foreign exchange pinch. One doubts whether student flows can be maintained at the level of recent years if the balance of payments situation deteriorates and the relative cost of tuition and living in the wealthier countries continues to outpace the rise of incomes in sending countries. We have to ask ourselves what we mean by Commonwealth if its basic foundations of student contact and exchange become too expensive for its young people to keep in good repair.

It is this line of thinking that leads one to consider the alternatives which your Fourth Report developed so cogently. Even when I wrote to you at the time of your first meeting, Sir Roy, I urged you to see your task in terms of something wider than Commonwealth student mobility alone. I suggested that the promotion of Commonwealth educational interchange was what we were about; and that, I suppose, was prophetic of the way in which your own thinking has steadily evolved. For in your last report you have stressed that the physical movement of students is not the 'be-all' and 'end-all' of educational interchange. It is possible to link Commonwealth education systems through other forms of contact - institutional collaboration, staff exchanges, research co-operation and the like. And even international student contact need not in the modern world involve prolonged periods of expensive absence from home.

Institutional collaboration in the use of the new technologies may allow students to travel abroad for shorter periods of overseas study, and it is even possible using new technologies for students to enrol for a course or part of a course offered from another Commonwealth country without leaving their home country at all. This opens up new possibilities that international study can become a means of strengthening local capabilities in higher education and research rather than weakening them.

This brings me to one of the main challenges which in fact I face this coming year - the request by Heads of Government that I explore the potential of Commonwealth collaboration in the new technologies for open learning. The Commonwealth is ideally suited to take advantage of such potential. One thing the Commonwealth is not short of is distance, and because communities have been so far flung in continental countries like Australia and Canada, or the archipelagos of the Pacific and Caribbean, the Commonwealth has abundant experience of distance education and open learning to draw upon. Exciting prospects open up if Commonwealth experience and Commonwealth resources can be pooled. As pioneers in much of the international development of distance education and open learning, Commonwealth countries are ideally placed to launch successful ventures in international collaboration. There is a whole spectrum of possibilities for Commonwealth collaboration to be explored, ranging from rather modest forms of specific collaboration and exchange to more ambitious ventures like the establishment of a Commonwealth open university. When you come to articulate your own thinking at your session later in the week you will be playing a part in what I regard as one of the most potentially exciting developments in the modern Commonwealth.

Of course, no matter how intrinsically valuable initiatives such as these are, unless mechanisms exist for bringing them to fruition, your work will be limited in scope. That in turn is a reflection of where the real advance has to be made - in political commitment and a corresponding dedication of resources, both of which are currently deficient. In a sense, you are the educational technicians opening the way and creating awareness of opportunities, but it is for the wider Commonwealth to respond to that call. Commonwealth educational interchange is absolutely fundamental to the future of the Commonwealth itself. Of that I have no doubt. The Commonwealth is a human and a living institution, not bound only by perceived ties of self-interest, but by something far more intimate and intangible. That Commonwealth chemistry of friendship and dialogue can only spark into being through human contact - in the bringing, the learning, and the sharing of the diverse riches of a worldwide family.

You will all be aware of some of the pressures which have faced the Commonwealth these last few months and of the controversy which has threatened to shake its unity and resolve. There were a few - mainly in Britain - who were quick to call into question the value of the institution itself: as if awaiting some moment to release instincts of hostility long suppressed. Not for

everyone was the gaining of the Commonwealth adequate recompense for the passing of an era of empire.

And yet, I was immeasurably heartened by the strength of the British public's commitment to the Commonwealth which surfaced in those weeks of crisis. It manifested itself in my post bag - along with other, rather less complimentary and constructive, offerings - and in a public mood which normally lies latent and unexpressed. The revealing Mori Poll, published at the end of last month, showed that two-thirds of those questioned valued the Commonwealth connection and would regret any moves towards a break-up of the organisation. Additionally, an extraordinary 25% argued that it was in the Commonwealth that British interests should mainly lie (an interesting contrast with the only slightly larger figure of 33% who mentioned the EEC as Britain's natural focus).

I recount all this for one reason alone - to show that perhaps this is another instance where people can lead Governments (as they have in disarmament and in famine relief) in asserting the value of international links of friendship, understanding and co-operation.

National preoccupations may well lead to genuine disagreement. It has happened on the question of educational interchange; more recently, it has happened over South Africa; and it will surely happen on other issues in the future. Yet at the moment of crisis, in being put to the test, the importance of the underlying fabric has become exposed, providing a warning that we debase the value of that connection at our peril.

That has been at the heart of your work on full-cost fees and is why it has been of such importance.

I wish you a most successful meeting this week. I specially look forward to the outcome of your deliberations with keen anticipation and interest.

APPENDIX A: THE CURRENT SITUATION - A COMMENTARY

1. The material in this commentary is organised under the same six principal headings we used in presenting our recommendations in 1985 (pages 30-36 of our fourth report). However, on this occasion, we have added a seventh heading: "Participation of Women".

Development of Commonwealth Student Mobility

Student Flows

2. In our last report we expressed our disquiet over trends in the volume of intra-Commonwealth mobility which appeared to be stuck on a plateau. We suggested that Commonwealth countries should adopt a target for growth of 3% per annum on a 1983/84 baseline. At their meeting in Sofia, Education Ministers recognised that to put student mobility back on a growth path would necessitate special efforts and they urged individual governments "to give appropriate consideration to such measures in the field of awards, shared funding arrangements, fee levels, the definition of full-cost fees, quotas, reciprocal exchanges and schemes to encourage a greater flow of students to developing countries." However, they decided to note our recommendation on a 3% per annum target for growth without specifically adopting it.

3. From the data the Committee has been able to obtain, it is apparent that the 3% per annum target is currently not being attained. The best information available to the Committee at present indicates little change in 1984/85 or in 1985/86 in the overall volume of intra-Commonwealth student mobility.

4. The situation for the main receiving countries is briefly reviewed below. Somewhat more detailed information on policies, fees and statistical trends is included in Attachment 1 to this Appendix.

(a) In Australia the number of Commonwealth students has been rising and stands at an all-time high. However, we learn that applicants for study in Australia have fallen since higher rates of Overseas Students Charge were introduced in 1985. The total population of overseas students is likely to level off as the rigid quotas introduced in 1985 take effect. Offsetting factors may be the exclusion in future of postgraduates from the intake quota which makes possible a higher overall quota of admissions, and increased numbers of full fee paying students if the emphasis which the Government is giving to this aspect of its policy is vindicated.

(b) In Britain students in higher education from the Commonwealth continued to decline until 1984/85, the latest year for which we have data. The further drop in 1984/85 was in contrast to the slight increase for all overseas students and especially for European Community students (up by 12% in the year) who pay home fees. It is expected that the fall in Commonwealth overseas students will prove to have "bottomed out" in 1984/85.

(c) In Canada the position is far from reassuring. There was a considerable drop in Commonwealth students in 1984/85 and a further sharp drop is expected to be revealed by the statistics for 1985/86 when published.

(d) Numbers in India have probably risen and in New Zealand show a slight increase.

5. The net effect of all these developments is to produce little change in intra-Commonwealth student mobility as a whole, with falls in Canada being sufficiently large to offset the rise in numbers in Australia and any anticipated increase in Britain. These developments confirm us in our view that "special efforts" of the kind referred to by ministers in their Sofia statement are needed.

Information and Monitoring

6. In connection with the monitoring and promotion of student mobility at the pan-Commonwealth level, we return to two matters raised in our earlier reports. The first concerns our recommendations last year that further work should be undertaken on establishing a data base on Commonwealth student mobility. The second relates to the establishment of student mobility contact points.

7. In response to our 1985 recommendations (Fourth Report paragraph 59) further work on statistical data has been undertaken. On the basis of a report made to us we make the following general observations:

(a) Data Items. In our second report we identified the data on students from abroad that we thought should be kept by the statistical authorities in member countries. We suggested it should cover the total population of students from abroad enrolled in the host country's post-secondary institutions; the stage they had reached on their course (i.e. year of study); country of permanent residence; level and field of study; gender of student; type or category of institution; and source of finance. We reiterate the need for this information though it might be qualified in two respects. First, rather than asking for "year of study" of overseas students enrolled, data on intake or first-year enrolment tends to be more reliable and readily available and might suffice to give an indication of trends. Second, where data on "source of finance" is collected, it may be sufficient simply to make the basic distinctions between private and public funding and between domestic and overseas sources.

(b) Comparability of Data. A further basic requirement is to attempt to standardise the information from the main host countries so that common approaches are applied to such issues as the definition of students from abroad; comprehensiveness of coverage to include both private and publicly funded students (classified if possible by domestic and external sources of funds for awards); uniformity of practice on whether or not part-time students are included; and agreement on the level of education for which statistics will be presented. More work is needed on improving the flow of data for non-university institutions of higher education.

(c) Access to Data. There is need for considerable liaison and collaborative work with the authorities responsible in each country for higher education statistics. Systematic arrangements are necessary for the Secretariat to gain access to information that is regularly published. Where countries maintain a computerised data base, they should offer the Secretariat access free of charge to the basic aggregate tabulations analysis (not personal/individual data) required for monitoring Commonwealth student mobility trends. In analysing information on students from abroad, all countries should treat the data in such a way that a breakdown by Commonwealth/non-Commonwealth countries can be readily derived.

8. In response to the Committee's earlier recommendation, a network of student mobility contact points has now been established with the assistance of ministries of education throughout the Commonwealth. The Secretariat has begun to supply these contact points with information materials, but evidence of active operation of the contact points is slight. Development of an effective network will be a long-term task. A careful analysis of the way in which such contact points can best function will be useful and a much more direct relationship between them and the Secretariat is desirable.

Formulation of Policies

9. The Committee has recommended previously that countries should establish the necessary machinery for the formulation of national policies on overseas students, and the second item of the Nicosia statement addressed itself to this topic. The recent Commonwealth experts meeting in New Delhi on New Directions for Commonwealth Student Mobility suggested that clear and well publicised policies on student mobility should cover the level of funding, fees and other charges; quotas or other regulatory mechanisms; scholarships and other financial support; admission requirements; academic and welfare provision; immigration; employment of foreign students; health care, and insurance. These suggestions accord with our own thinking.

10. During the past year several of the major receiving countries have formulated new policies. Among them are New Zealand which issued a new policy in May 1986; Canada which, at both federal and provincial levels, is in the course of

reviewing policies and provision; and Australia where the details of policies announced in 1984 have been further elaborated.

11. There are also examples of institutions reviewing and developing their own policies, a good example of which is the recent Presidential Task Force on Foreign Students at the University of Toronto. Host countries and host institutions should develop a clear set of policies and guidelines in relation to the recruitment and welfare of students from abroad. It is encouraging to learn that consideration is being given, for example in Britain, to drawing up codes of practice in recruiting and providing support services for such students. Guidelines and codes of good practice may be particularly necessary in cases where high fees offer institutions a particularly strong financial incentive to recruit students from other countries. In these cases care needs to be taken that standards for admission and graduation are not eroded, and that students paying higher fees get full value for money.

12. In Canada and Australia forums have been developed where policies on overseas students may be kept under review by all interested parties. Canada has recently created a Federal-Provincial Committee on Education-Related International Activities which, among other matters, will keep under review the situation as regards students from abroad. In Australia, a Council on Overseas Students is about to be appointed, with representatives from government and non-government organisations which have an interest in overseas students, to advise the Minister for Education on all aspects of overseas student policy and its implementation. Britain's Round Table on Overseas Students has continued to meet.

Measures by Receiving Countries

Fees

13. In paragraphs 8 to 12 on pages 7-8 of this report we have emphasised the central role of fees and fee policy in determining the level of intra-Commonwealth student flows. Quite substantial fee rises are still being imposed in some countries. Attachment 1 to this Appendix includes data on fees for some of the main host countries.

Quotas

14. So far as quotas are concerned, there is little information about recent developments. The Committee understands that in Australia the imposition of quotas of 10% overseas students for each institution, and 20% for each course, is helping to achieve a wider distribution of students between institutions. It welcomes the decision to treat postgraduate students outside the intake quotas for 1987.

Awards

15. The Committee has several times pointed out that where higher fees and other restrictions on students from abroad are

applied, there is a special need to increase financial support for students by instituting sufficient awards. Although donor agencies generally now accord a higher priority to training awards and scholarships than formerly, there are too few cases of awards being increased sufficiently to offset rising fees.

16. Where fees are rising and have to be paid from a budget set aside for awards, it is important for that awards budget to be raised commensurately with fee increases. This point is particularly pertinent to the situation in Australia, where scholarships and awards schemes will cease to be exempted from the Overseas Student Charge from 1987. The Committee hopes that in Australia the number of awards for overseas students will not be reduced by this decision, and that despite the decision Australia will honour the commitment it gave at the Education Ministers' Conference in Nicosia to increase its number of CSFP awards.

Commonwealth Award Schemes

17. The Commonwealth Secretariat is proceeding this year with its enquiry into the non take-up of CSFP awards as requested by Education Ministers. It is a matter of concern that even in a country like Britain, where awards are much sought after, there has apparently been a problem of underspending of allocations for Commonwealth Scholarships and Fellowships. In developing countries inadequate stipends have sometimes been identified as a cause of non take-up. The Committee welcomes the information that India, Nigeria and Sri Lanka have all increased the stipends to overseas holders of Commonwealth Scholarships and Fellowships.

18. We were glad to learn of progress with the tracer study of Commonwealth Scholars which Education Ministers recommended should be undertaken. A pilot project has been launched and a fuller study is soon to be conducted. This study should perform many valuable functions. It will provide a base for evaluation of the CSFP after a quarter of a century, and it will establish a register of former Scholars which will serve both for reference and as a resource to be tapped for Commonwealth co-operation activities. We hope that the findings will confirm to sponsoring organisations the valuable role which we believe the Plan has played in educational interchange and in the human resource development of participating countries. It is pleasing that Britain, Canada and the Commonwealth Secretariat have already pledged significant sums to this project, and we hope that the approaches now being made to certain other of the main awarding countries will meet with a sympathetic response.

19. The Committee has been encouraged to learn of two new multilateral Commonwealth award schemes. The first is the Commonwealth Industrial Training and Experience Programme, designed to give practical experience to those working in industry in Commonwealth developing countries. The second is a new Commonwealth multilateral scheme for South African students which has received its first pledges of support. Each of these programmes will serve an extremely urgent need.

Measures by Sending Countries: Recognition of Qualifications

20. Our fourth report (para.33.7 page 11) raised issues concerning the non-recognition by certain countries of qualifications awarded by some universities in other countries. This continues to cause problems. Although the situation is improving in Malaysia, to which specific reference was made in our fourth report, some qualifications awarded by some institutions in other countries are not specifically recognised for public employment purposes (e.g. for appointment or placing graduates in the appropriate grades). It is a problem which applies not only to Malaysia. Where a graduate from a previously less well known course or institution is seeking civil service employment (or admission to a university for postgraduate studies) the recognition problem can arise. In such circumstances the Commitee recommends that the home country's diplomatic mission in the host country should try to ensure that higher education institutions and employers in the home country are better informed about, and take account of, qualifications recognised by education institutions in the host country.

New Avenues to Interchange

21. The Committee reviewed the development of "new avenues to interchange" discussed in Part 3 of its fourth report, paying particular attention to the distance mode (see pages 15-20 above). Among the other possible models surveyed last year, it was noted that several different varieties of preparatory courses and split-site courses are now in place in Commonwealth sending countries. The Commonwealth Specialist Meeting in New Delhi drew distinctions between:

(a) Preparatory courses in-country at pre-university level to provide the student with qualifications adequate to meet entry requirements for courses overseas. For example, in Malaysia several hundred students are enrolled on British GCE Advanced Level courses in the hope of entering British universities if they attain the required entry standards.

(b) Intermediate level courses covering the first one or two years of university studies which give the successful student exemption from part of an overseas course.

(c) An integrated split-site programme where the first one or two years are taken in the student's home country and the final one or two years are taken abroad. Arrangements between a consortium of Scottish universities and Malaysia are an example of this. Although Malaysia has had particularly wide experience of these innovations it is only one of several cases.

22. The need for such cost-saving arrangements is growing because of rising fees in receiving countries. Most of those arrangements that exist are being conducted by reputable institutions which serve the interest of all concerned. There are, however, a few less reputable institutions which enrol students primarily for reasons of profit and offer only low

quality courses. The whole issue of "off-shore teaching" is one which requires close attention, and while there is clearly an important place for such arrangements within the framework of Commonwealth educational interchange, safeguards are also needed.

23. Expansion of south-south student exchanges is also a potentially important new avenue to interchange. The increasing role of Commonwealth Asian countries as hosts to Commonwealth students from abroad, emphasises the fact that in the modern Commonwealth few countries are exclusively "receivers" or "senders". One obstacle to south-south interchange is the lack of foreign exchange. There is considerable potential for the reciprocal exchange of students and staff if ways can be found round the need to transfer funds, and more particularly foreign currency.

Sustaining Higher Education Development

24. Our fourth report explored at some length the measures necessary to sustain and strengthen higher education institutions particularly in the Commonwealth south. The Committee has always argued that Commonwealth educational interchange should serve to strengthen Commonwealth institutions wherever they are located, and that Commonwealth student mobility is complementary to the strengthening of indigenous capacity in Commonwealth developing countries. The corollary is also true. Support for institutional development in the south is no alternative to liberal policies of access for Commonwealth students in wealthier host countries. The scale of external assistance to higher education institutions pales into insignificance by contrast with both the amount being spent on awards to Commonwealth countries in the north and the amount of subsidy either withdrawn or still extant. Valuable though assistance for higher education development is, it cannot compensate for more severe terms of access for Commonwealth students to the education systems of the more advanced countries.

25. Since our fourth meeting the Commonwealth Secretariat, in collaboration with partners from the higher education systems of India and Zimbabwe, has organised important meetings in New Delhi, Bangalore and Harare to explore the issue of Commonwealth student mobility and institutional linkages. Reports of these meetings will shortly be published. One or more members of the Standing Committee were present at each of them. The growing institutional capacity of the countries of the south, and the desirability of Commonwealth co-operation on a south-south basis, were among the main themes. In this context the role of inter-institutional links and of centres for advanced study and research were examined closely, and our own thinking largely concurs with the findings of these meetings.

26. Whether they are organised on a north-south or a south-south basis, links can play an important part in strengthening academic institutions and in staff development. But as was emphasised in Bangalore, as well as in Harare, the bilateral institutional link is not the only manifestation of co-operation. International scholarly networks, associations of institutions etc, are also significant vehicles for interchange.

27. As regards centres for advanced study and research or "centres of excellence" we share the view that there is need to concentrate resources and to build institutions strong enough to attract both students and staff. But it may not be necessary to give them a special designation and thereby to confer special privileged status upon them. Centres of excellence essentially depend on a dynamic and constantly renewed depth of scholarship and not on a permanent status officially conferred.

Participation of Women

28. The increasing participation of women in student mobility was identified as an issue in our fourth report. We have now received a paper on women in higher education co-operation. The Committee strongly supports the work of the Commonwealth Secretariat in this area and believes that much greater and more sustained efforts are needed to ensure that women have equal access with men to higher education opportunities, and that staff development programmes for college and university staff give adequate recognition to the needs of women.

29. As regards women's participation in Commonwealth student mobility, the Committee recommends that sending and receiving countries keep records of student flows on a gender basis. Women students should have their full share of scholarship awards, if necessary by earmarking awards for them. We have identified special awards for women postgraduates as one priority call on the resources of a Commonwealth Fund for Higher Education Co-operation. The terms of awards should be reviewed and improved to ensure that they adequately cater for the special needs of women as daughters, spouses and parents with family responsibilities.

* * *

SUMMARY OF RECOMMENDATIONS IN APPENDIX A

1. Commonwealth receiving countries should keep the following statistics on students from abroad: total population enrolled in post-secondary institutions; first-year enrolments; country of permanent residence; level and field of study; gender; types of institution; private or public funding by domestic and overseas sources. This information should be standardised and recorded in such a way that a breakdown by Commonwealth/non-Commonwealth countries can be readily derived, and made available to the Commonwealth Secretariat (paragraph 7).

2. Host countries and host institutions should develop a clear set of policies and guidelines in relation to the recruitment and welfare of students from abroad. Care should be taken that standards for admission and graduation are not eroded, and that students paying higher fees get full value for money (paragraph 11).

3. Where fees are rising and have to be paid from a budget set aside for awards, it is important for that awards budget to be raised commensurately with fee increases. This point may have particular application to the situation in Australia where award schemes will lose their exemption from the Overseas Students Charge from 1987 (paragraph 16).

4. The non-recognition by certain countries of qualifications awarded by certain universities abroad continues to be a problem. Where this occurs, the home country's diplomatic mission in the host country should try to ensure that higher education institutions and employers in the home country are better informed about, and take account of, qualifications recognised by institutions in the host country (paragraph 20).

5. Much greater and more sustained efforts are needed to ensure that women have equal access with men to higher educational opportunities. Staff development programmes for college and university staff should give adequate recognition to the needs of women (paragraph 28).

6. Sending and receiving countries should keep records of student flows on a gender basis (paragraph 29).

7. Women students should have their full share of scholarship awards, if necessary by earmarking awards for them. The terms of awards should be reviewed to ensure that they adequately cater for the special needs of women as daughters, spouses and as parents with family responsibilities (paragraph 29).

ATTACHMENTS TO APPENDIX A

ATTACHMENT 1: RECENT DEVELOPMENTS IN SELECTED COUNTRIES

AUSTRALIA

Policy Developments

During 1985 the Government introduced a new policy for overseas students wishing to study in Australia. It made provision for three strands of overseas students:

(a) Government-sponsored students whose tuition was fully paid by the Australian Government out of the aid vote.

(b) Private students who paid a proportion of the cost of their place but whose numbers were limited by quota to an annual entry of 2,000 at the secondary and 1,500 at the tertiary level.

(c) Full fee-paying private students beyond the quota. There are about 500 of these in Australia in 1986.

Shortly before the meeting of the Standing Committee, some changes to the arrangements for overseas students were announced in the 1986-87 budget. The main policy changes are as follows:

(a) Commencing in 1987, postgraduate research students will be excluded from the intake quotas.

(b) The overseas student charge will be raised, as expected, to 45% of full cost from 1987.

(c) Secondary school students will pay a charge of A$300; new students admitted to technical and further education institutions will pay A$740 per annum.

(d) Certain categories of overseas students in higher education who were previously exempt will now be liable for the charge. Among them will be holders of new postgraduate scholarships awarded by Australian institutions, and new students provided with awards by Government departments or agencies. While CSFP students will be liable, confirmation has been received that they will not be affected in 1987.

Comparative figures for the overseas student charge for students in universities or colleges of education undertaking courses leading to a degree, diploma or associate diploma in 1986 and 1987 are as follows:

	1986	1987
Medicine, dentistry, veterinary science	$4,340	$5,506
All other courses	$3,500	$4,666

Dispersal of overseas students among Australian universities has begun to take effect, in response to the ceilings imposed by the new policy on numbers in any institution or on any course. No change has been made in the ruling that overseas students may undertake up to 20 hours of casual work a week and do full-time work during vacations.

A Director of International Education has recently been appointed who, among other things, will be responsible for the Overseas Student Office.

The appointment of an Australian Council for Overseas Students (AUSCOS) to advise the Minister for Education on all aspects of overseas student policy is going ahead. It will consist of about ten members, one of whom will be a representative of countries sending overseas students to Australia.

The Private Overseas Student Program caters for students who go to Australia for a variety of studies not leading to formal educational qualifications. There are about 3,000 of these in any year, most of whom stay for just a few months. Generally they are not liable to the overseas student charge.

The Australian Government has further developed its policy on the provision of full-fee places for overseas students. Following its receipt of a Report of an Education Services Mission to South-East Asia and Hong Kong in July 1985, the Government announced a strategy for the export of Australian education services which, the Mission estimates, could be earning A$100 m. or more in foreign exchange within three years. Through this strategy, the Government will assist institutions in initiatives they wish to take, and to this end a special Trade Consultant (Education and Training) has been appointed within the Australian Trade Commission (AUSTRADE).

As a result of the policy to allow entry to overseas private students who are willing to pay the full cost of their tuition, the number of proposals for privately established tertiary educational institutions in Australia is growing. Also, the International Development Program of Australian Universities and Colleges (IDP) is active in seeking contracts for education and training projects involving individual institutions and consortia of institutions, for the provision of projects or packages of services that are requested by governments or organisations overseas to meet clearly defined higher education objectives.

Student Flows

In Australia in 1985 there were about 18,150 private overseas students (those not funded by the Australian Authorities). Though this figure is much the same as that for 1984, there has been an increase of about 1,250 in the number attending tertiary and post-secondary institutions, and a decrease of about 1,300 in those attending secondary institutions.

Of the 1,250 increase in the tertiary and post-secondary sector, almost two-thirds was accounted for by Commonwealth countries, mainly Malaysia (+580), Fiji (+128) and Britain (+59). Details are shown in Table A1.

The number of Australian Government-sponsored students remains fairly stable at about 1,300 with an annual intake in the region of 250. These students are largely at the postgraduate level (1,018), in contrast with private students, 80% of whom are at the undergraduate level.

Table A1: Private Overseas Students in Australia 1976-1985
Tertiary & post-secondary students by country of origin

	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985
AFRICA	91	91	105	103	86	148	130	154	141	154
NORTH AMERICA										
USA	85	49	64	65	86	68	78	83	107	137
Canada	12	23	30	42	53	45	39	49	55	63
SOUTH AMERICA	nil	16	19	27	21	24	22	21	15	21
ASIA										
Brunei	-	-	-	-	-	-	-	-	16	23
China (PRC)	23	2	nil	1	2	13	15	35	90	173
Hong Kong	421	574	662	884	1131	1122	1139	1388	1658	1678
India	105	115	134	149	156	175	155	170	190	198
Indonesia	490	538	514	488	423	365	371	593	943	1148
Japan	100	121	105	133	121	138	153	134	169	157
Korea	14	13	19	18	19	20	29	53	102	106
Malaysia	3139	3094	3123	3580	4001	4619	5353	6016	7341	7921
Pakistan	22	32	27	38	41	36	38	41	43	53
Philippines	28	28	27	23	17	18	70	26	30	44
Singapore	131	369	347	326	328	374	502	723	782	752
Sri Lanka	48	56	76	92	100	102	122	123	131	140
Taiwan	10	19	21	21	20	19	13	21	23	34
Thailand	258	270	257	241	214	191	170	151	152	139
Other Asia	167	93	66	73	50	67	78	71	59	101
MIDDLE EAST	nil	nil	nil	nil	42	37	48	58	70	102
EUROPE										
Great Britain	74	67	82	89	95	91	68	122	108	167
Other Europe	535	63	85	88	77	81	73	99	120	172
OCEANIA										
Fiji	109	130	148	150	193	242	322	420	532	660
Nauru	13	4	6	8	8	5	2	1	1	1
New Caledonia	18	12	10	13	8	11	13	6	5	3
Vanuatu	7	10	10	12	10	8	6	5	4	2
PNG	8	17	14	22	26	31	33	31	48	54
Solomon Islands	2	13	12	9	12	13	15	6	16	12
Tonga	27	19	22	22	19	19	43	45	59	76
Other Oceania	10	8	8	12	11	8	14	10	18	9
Not Specified	21	6	11	16	13	13	11	1	19	1
TOTAL	5486	5852	6004	6745	7383	8103	9125	10656	13047	14301

Source: Department of Education statistical records.

BRITAIN

Policy Developments

Overseas students are welcomed to Britain but must generally meet the full cost of their courses unless they are either from a country in membership of the European Community; or else are students sponsored under some official scheme, in which case their fees are met for them by the awards programme. The most important policy development over the past year has been the Government's decision to give further concessions to nationals from the European Community by paying the home rate of fee for them in cases where counterpart British students would have had these paid by a local education authority.

The process of consultation with outside bodies has continued with a fourth meeting of the Round Table on Overseas Students, at which the position of women overseas students was high on the agenda. The issue of gender has also been addressed by the DES-convened Working Party on (overseas student) Statistics, and the publication of data broken down by gender has improved.

The UK Government now makes regular contributions (£84,000 in 1986/87) to the running costs of the UK Council on Overseas Students Affairs, starting in 1985. It also provides financial support for the British Council's Education Counselling Service.

As the following tables show, the fees charged to overseas students in British higher education institutions continue to rise.

Table A2: Minimum recommended tuition fees for students from abroad in British universities, 1980/81 to 1986/87

Subject Groups	1980/81	1981/82	1982/83	1983/84	1984/85	1985/86	1986/87
Arts Courses	£2,000	£2,500	£2,700	£2,900	£3,150	£3,310	£3,480
% Increase		25.0	8.0	7.4	8.6	5.1	5.1
Science Courses	£3,000	£3,600	£3,600	£3,800	£4,150	£4,350	£4,570
% Increase		20.0	0	5.6	9.2	4.8	5.1
Clinical Courses	£5,000	£6,000	£6,600	£7,000	£7,650	£8,050	£8,450
% Increase		20.0	10.0	6.1	9.3	5.2	5.0

Table A3: Minimum recommended tuition fees for students from abroad in British maintained and assisted institutions, 1982/83 to 1986/87

	1982/83	1983/84	1984/85	1985/86	1986/87
Advanced courses	£2,900	£3,180	£3,180	£3,310	£3,540
% Increase		9.7	0	4.1	6.9
Non-advanced courses	£1,620	£1,750	£1,750	£1,820	£1,947
% Increase		8.0	0	4.0	6.9

Awards

A review of British Council-funded award schemes applying to overseas students showed that over £72 million annually was being spent on awards schemes, much the largest of which was the Technical Co-operation Training Programme accounting for £49 million. Others were the Commonwealth Scholarship and Fellowship Plan £7.5 million; country/territory support schemes (Malaysia, Hong Kong, Cyprus and dependent territories) £4.7 million; Overseas Research Students Award Scheme £4.1 million; British Council Fellowships £3.3 million; FCO Scholarships and Awards Scheme £3.3 million. Over the complete 1984/85 financial year - but this straddles two academic years - a total of 17,400 overseas students were covered by British Government-funded awards. About three-quarters of the expenditure on awards in 1984/85 was in the Commonwealth and UK dependent territories.

The British programme of awards was fairly substantially increased in 1983/84 and subsequent years by the so-called 'Pym Package' which involved provision of an extra £46 million over three years and made possible the introduction of certain new schemes of support for students from abroad as well as the expansion of some already existing schemes. Although the future of the 'Pym Package' and its level are uncertain, in December 1985 the British Government decided to devote additional funds to overseas awards from the amount saved from Britain's £6 million contribution to Unesco. The particular schemes of awards for overseas students which benefited from the redirection of funds were ODA's Technical Co-operation Training Programme (an extra £2.3m, all of it for Commonwealth countries), ODA Shared Scholarship Scheme (an extra £0.3m), a joint scheme to provide scholarships in Britain for Chinese students (£0.7m); the FCO Scholarships and Awards Scheme (£0.6m); and a new Commonwealth Training Scheme for Black South Africans at postgraduate level (£0.5m). The total amount to be devoted to these was thus about £4.5 million.

Trends in Commonwealth Students in Britain

DES Statistical Bulletin information shows a fall between 1983-84 and 1984-85 of 800 Commonwealth students, from 28,700 to 27,900, and a fall in Commonwealth new entrants of 200 students from 14,700 to 14,500. (These figures refer to "Great Britain" and exclude Northern Ireland). In each case Commonwealth developing countries have fared worse than the more developed members of the Commonwealth.

British Council figures for the number of Commonwealth students who attended universities, polytechnics and other further and higher education institutions in Britain suggest that over the period 1979-80 to 1984-85 stabilisation may almost have been reached, with rises in numbers in universities being offset by the continuing fall elsewhere. The subdivision of university figures into postgraduates and undergraduates reveals some divergence in the trends. The consistent increase in the number of postgraduates since 1980-81 has not been matched by the number of undergraduates which declined each year until 1984-85. There are signs, however, that the numbers for 1984-85 and beyond should show an upward trend.

Data on students from individual Commonwealth countries attending universities and public sector institutions of higher and further education in Britain over the period 1979-80 to 1984-85 indicate that following a substantial fall for the first four or five years, there was an upswing in many countries in 1984-85. A few countries (Botswana, The Gambia, Hong Kong and Swaziland) had more students in the UK in 1984-85 than they had in 1979-80. For some countries there was no great difference, but for many there were considerable declines. Among these were Australia, down from 729 to 379; Cyprus, 1577 to

971; Ghana, 712 to 350; Guyana, 244 to 66; Jamaica, 180 to 90; Malaysia, 14,326 to 5,500; Mauritius, 754 to 246; Nigeria, 5174 to 3195; Sierra Leone 294 to 171; Singapore, 1717 to 1306; Sri Lanka, 1642 to 606; Tanzania, 638 to 386; Zambia, 814 to 600; and Zimbabwe (a special case) 2205 to 325. Over the last two years, i.e. between 1983-84 and 1984-85, the strongest rises in numbers are shown by Hong Kong (196 increase), India (256), Singapore (182), Canada (138), Kenya (119) and Cyprus (103). This seems to be due to a mix of factors including affluence (Canada, Singapore) fee concessions (Hong Kong, Cyprus) and increased British scholarship awards (India, Kenya). The biggest declines are Nigeria (down by 746), Malaysia (649), Zimbabwe (106) and Zambia (94) - all countries facing increasing foreign exchange constraints.

Table A4: Students from Abroad in Great Britain by Selected Groups of Countries

	Thousands						Percentage change	
	1973[1]	1978	1980	1982	1983	1984	1978 to 1984	1983 to 1984
All years								
Other European Community[2]	..	..	6.4	6.2	6.4	7.2	..	+12
Other Commonwealth	27.3	44.6	40.8	29.8	28.7	27.9	-37	- 3
Other	..	..	27.8	20.3	20.3	20.4	..	+ 1
Total	54.2	87.8	75.0	56.5	55.4	55.5	-37	-
Total Developing[3]	..	..	60.9	43.0	44.9	43.8	..	-2
of which Commonwealth	..	..	39.4	28.9	27.4	26.5	..	-3
First year								
Other European Community[2]	..	..	3.5	3.6	3.8	4.3	..	+15
Other Commonwealth	15.9	23.5	19.0	14.0	14.7	14.5	-38	-1
Other	..	..	14.8	11.6	11.6	12.3	..	+6
Total	32.8	48.8	37.3	29.3	30.1	31.2	-36	+4
Total Developing[3]	..	..	29.3	22.9	22.9	24.4	..	+2
of which Commonwealth	..	..	18.4	13.4	13.9	13.7	..	-2

[1] Excluding teacher training in the public sector.

[2] Including Greece in all years; but excluding Spain and Portugal.

[3] As defined by the Development Assistance Committee of the OECD as at 31 December 1984.

Figures not available

Source: Department of Education and Science

Among the largest senders of students to Britain are countries for which postgraduate opportunities in Britain are significantly more important than undergraduate opportunities. Australia, Bangladesh, Canada and Nigeria all come into this category, reflecting the level of development of their education systems and - in the case of developing countries in this group - the fact that students are mostly on awards which are directed much more to postgraduate than to undergraduate study. In contrast there are other major senders where the greater demand is for undergraduate education, particularly Cyprus, Hong Kong, Malaysia and Singapore. In the case of the first three of these countries, special arrangements exist for the British Government to subsidise the fee charged. In all four cases the flow of students to Britain is overwhelmingly one of private students.

Table A5: Commonwealth students in United Kingdom universities, polytechnics and other further and higher education institutions, 1979-80 to 1984-85

	1979-80	1980-81	1981-82	1982-83	1983-84	1984-85
Universities	16,149	15,581	15,393	14,827	15,392	16,170
Polytechnics	8,127	7,720	7,183	5,770	4,984	5,361
Others	13,843	15,417	10,134	7,419	6,994	6,006
Totals:	43,630	38,718	32,710	28,016	27,370	27,597

Source: British Council

Note: The figures for university students do not include those paying home fees in 1984-85. There were 566 of these.

Table A6: Commonwealth postgraduate and undergraduate students in United Kingdom universities 1979-80 to 1984-85

	1979-80	1980-81	1981-82	1982-83	1983-84	1984-85
Postgraduate	6,078	5,871	5,983	6,056	6,696	7,112
Undergraduate	10,071	9,710	9,410	8,771	8,696	9,058
Totals:	16,149	15,581	15,393	14,827	15,392	16,170

Source: British Council

CANADA

Policy Developments

Because the jurisdiction over education in Canada rests with the provinces, the co-ordination of policy on international students, which also involves issues in the area of external policy, raises peculiar difficulties. Many see a need to co-ordinate action between the federal Government and the ten provinces. Reflecting such concerns in 1981, the Secretary of State for External Affairs and the Council of Ministers of Education, Canada (CMEC) agreed that a group be established to develop mechanisms to promote co-operation between the two parties and to suggest guidelines for participation of federal and provincial Governments in education-related

international activities. In the early summer of 1986 the Federal-Provincial Consultative Committee on Education-Related International Activities was formed. It held its first meeting in April 1986. International students are one of the Committee's concerns.

In September 1986 Ministers of Education will discuss the overall issue of international students in Canada in the forum of CMEC. The Secretariat of CMEC has in draft a document for submission to Ministers which reviews the present situation.

In June 1986, the report of the Special Joint Committee of the Senate and House of Commons on Canada's international relations, "Independence and Internationalism", was published which contained a brief section on foreign students. This section stated the belief that foreign students constituted an important asset for Canada not yet sufficiently recognised in terms of improving trade opportunities, increasing cultural contacts and affecting foreign policy. It was recommended that both the federal Government and the provincial Governments prepare statements of goals and objectives as they relate to foreign students in their respective areas, which could then be used as a basis for discussion at a First Ministers' Conference, with the aim of promoting the greatest possible harmony between these objectives. It was also recommended that Canada's assistance to Third World education should be concentrated at the graduate level, since it is often not feasible for developing countries to establish their own full range of graduate studies.

Among the broader recommendations on development assistance by the Special Joint Committee are ones particularly addressed to (a) the importance of direct assistance to women and (b) the need to involve non-Government organisations in the planning and execution of Canada's official development assistance programme.

Another new development in Canada, though not one that directly affects the Commonwealth, is the announcement at the recent summit of leaders of "la Francophonie", of a new Canadian scholarship plan for francophone foreign students.

Student Flows and Fees

As can be seen from Table A7, the number of international students at post-secondary institutions in Canada peaked in 1982/83 at 44,735 following which there was a 23.3% decrease to 34,311 in 1985/86. Malaysia showed the greatest decline, from 6085 to 2634. This accounted for almost a third of the overall drop of 10,424.

Data trends on Commonwealth students in Canadian universities are contained in Table A8, which gives information for 33 countries. There were about 20,000 Commonwealth students in Canada in 1984/85, the number having fallen since 1983/84 and also being lower than 1982/83. Among Commonwealth students, Hong Kong accounts for half (49%) and Malaysia for another 18% (in 1982/83 for as much as a quarter). Singapore, Trinidad and India account for approximately 5% each.

Differential fees charged to overseas students continue to rise. By far the greatest increase in 1985/86 took place in British Columbia where fees rose by an average of about 60% overall. The resulting fees, at an average of about $3560 are still lower, however, than either Ontario or Quebec, which charge fees at an average of $4870 and $5680 respectively. Table A9 gives more details.

Table A7: International Students in Canada at Postsecondary Institutions by Geographic Region

	1980	1981	1982	1983	1984	1985
Africa	3,973	5,251	6,866	5,334	5,046	5,219
Americas & Caribbean	8,471	9,169	9,230	7,102	6,186	6,345
U.S.A.	4,168	4,361	4,265	3,336	2,874	2,947
Others	4,303	4,808	4,965	3,766	3,312	3,398
Asia	15,151	18,575	21,534	19,997	18,748	18,321
Hong Kong	7,660	8,693	10,268	10,567	10,620	10,194
Malaysia	3,599	5,487	6,085	5,002	3,826	2,634
Others	3,892	4,395	5,181	4,428	4,302	5,493
Australasia	259	913	859	717	598	588
Europe	3,301	4,002	4,335	3,307	2,919	3,108
Middle East	2,084	2,174	1,911	1,201	823	730
Totals[1]	33,239	40,084	44,735	37,658	34,320	34,311

1 These totals do not include the number of students that failed to report country of last permanent residence in their Student Authorizations. These numbers of 'unknowns' are included in the totals.

Source: Employment and Immigration Canada.

Table A8

University Student Authorizations in Canada as of 1 December 1979-1984
by Commonwealth Country at Last Permanent Residence

	1979-80		1980-81		1981-82		1982-83		1983-84		1984-85	
	UG	PG	UG	PG	UG	PG	UG	PG	UG	PG	UG	PG
Antigua	40	7	43	8	50	6	42	6	46	4	34	5
Australia	36	95	35	100	22	98	22	101	18	100	12	108
Bahamas	107	11	120	8	125	15	149	14	137	11	114	17
Bangladesh	8	108	13	140	17	163	19	139	17	121	13	99
Barbados	52	15	62	14	86	20	87	19	103	19	107	16
Belize	10	2	7	2	3	5	4	6	3	4	2	4
Bermuda	225	10	231	6	233	8	222	15	245	7	243	4
Botswana	8	5	23	4	31	7	27	10	27	9	26	10
Cyprus	22	4	32	4	59	6	79	4	64	9	43	14
Dominica	9	1	13	1	13	1	24	0	19	1	14	4
Fiji	6	2	8	4	10	5	9	3	9	4	7	9
Ghana	68	99	76	81	83	105	80	134	53	149	51	139
Guyana	249	64	213	37	207	51	175	61	124	59	88	48
Hong Kong	5971	489	6052	496	6887	609	8188	549	9321	563	9168	594
India	103	474	100	504	117	650	123	754	112	793	110	749
Jamaica	145	34	135	30	124	43	108	35	106	25	81	24
Kenya	94	41	111	48	231	66	281	83	261	113	245	122
Lesotho	31	11	27	9	10	8	6	11	8	13	8	14
Malawi	14	5	16	6	17	10	12	12	11	15	9	12
Malaysia	1887	130	3032	140	4732	199	5247	195	4676	184	3463	173
New Zealand	16	50	15	50	16	59	12	59	12	58	5	58
Nigeria	364	156	322	162	314	206	288	185	236	174	175	146
St. Lucia	21	0	26	2	30	3	30	5	28	4	29	5
St. Vincent	14	2	13	4	14	2	15	4	10	4	8	3
Sierra Leone	6	15	5	15	7	22	14	18	6	8	7	11
Singapore	428	58	660	59	947	77	1193	92	1217	88	1134	113
Sri Lanka	14	60	23	66	24	96	27	111	26	114	21	117
Swaziland	14	4	12	6	10	2	5	4	2	3	1	8
Tanzania	36	33	58	23	72	39	76	45	70	34	68	37
Trinidad	505	44	536	65	652	80	759	65	831	69	839	75
Uganda	8	38	10	31	4	30	6	21	8	26	7	20
U.K.	158	465	184	508	233	559	233	588	180	547	140	452
Zambia	28	24	36	31	30	39	28	46	28	46	9	44
TOTAL:	10697	2556	12249	2664	15410	3287	17590	3394	18014	3378	16281	3254

UG = Undergraduate Students
PG = Postgraduate Students
Source: Employment and Immigration Canada

Note 1: Student authorizations, which are isued by Employment and Immigration Canada, are required before entry into Canada for the purposes of attending an educational institution.

Note 2: 17 Commonwealth countries are excluded where the numbers were very small or non-existent. They are Brunei Darussalam, The Gambia, Grenada, Kiribati, Maldives, Malta, Mauritius, Nauru, Papua New Guinea, St. Kitts-Nevis, Seychelles, Solomon Islands, Tonga, Tuvalu, Vanuatu, Western Samoa and Zimbabwe.

Table A9:

Average Tuition Fees for Full-time Students in Canada by Province, 1985-86

	NFLD	PEI	NS	NB	QUE	ONT	MAN	SASK	ALTA	BC
CANADIAN STUDENTS										
Undergraduate										
Agriculture	-	1350	1265	-	535	1214	685	1015	852	1650
Architecture	-	1350	2160	-	540	1242	736	-	-	1650
Arts	982	1350	1484	1368	530	1136	742	1072	859	1765
Commerce	982	1350	1478	1393	514	1136	697	1072	859	2028
Dentistry	-	1350	2225	-	578	1546	1107	1314	1278	2300
Education	982	1620	1487	1433	506	1199	742	1072	859	1876
Engineering	982	1350	1426	1393	502	1308	766	1117	1057	1485
Household Science	-	1350	1463	1310	537	1102	644	1072	852	1403
Law	-	1350	1680	1355	506	1233	775	1117	842	1678
Medicine	982	1350	1825	-	595	1568	1108	1314	1471	2200
Music	982	1350	1465	1390	558	1229	751	1072	859	2172
Science	982	1350	1464	1393	546	1169	812	1072	1543	1481
Graduate	711	-	1297	1049	456	1215	781	1187	1392	1633
FOREIGN STUDENTS										
Undergraduate										
Agriculture		2918	2899	-	5800	6792			1278	4125
Architecture		2918	3595	-	5619	5345			-	4125
Arts		2918	3114	2934	5596	3754			1288	2747
Commerce		2918	3120	2960	5600	3908			1288	2818
Dentistry		2918	3793	-	5619	5897			1917	5500
Education		3188	3178	2999	5655	4743			1288	2747
Engineering		2918	3063	2960	5733	5393			1586	3188
Household Science		2918	3042	2878	5558	6056			1278	3507
Law		2918	3248	2923	5655	3864			1263	4263
Medicine		2918	3393	-	5800	5656			2207	5500
Music		2918	3033	2956	5655	3751			1288	3373
Science		2918	3074	2960	5596	3694			1288	2747
Graduate			3362	2616	5961	4456			2089	1633

Source: Statistics Canada

Note: Newfoundland, Manitoba and Saskatchewan do not charge differential fees for foreign undergraduate and postgraduate students; British Columbia exempts postgraduate students from differential fees.

INDIA

India's policy on student fees remains firmly committed to non-differentiation between home students and students from abroad. All government and grant-aided higher education institutions charge the same low level of fees to all students. Subsidies are of the order of 90% for medicine, 75% for engineering, and 70% for other graduate and postgraduate courses. Only very few private institutions may charge differential fees, and even for them the maximum is determined by the UGC.

An investigation is being made into the concentration of students from abroad in certain institutions in certain States, particularly in the Punjab. Matters of current concern include the procedural complexities for admitting students from abroad; the apparent randomness in the courses that foreign students select for study; the case for admitting foreign students to professional courses only under technical co-operation programmes and restricting those taking Arts/Science to postgraduate courses; and the large enrolment of students in unrecognised institutions.

There is a need for inflation-proof awards to reduce the financial hardships experienced by students as well as to help them to rationalise their choice of courses. Enrolment of foreign students in the Open University Programmes is being considered. Participative programmes need to be organised and made more effective in order to provide foreign as well as local students with appropriate experience.

MALAYSIA

Policy Developments

Over the past year there has been little change in Malaysia's policy on student mobility. However, split-site courses, by which students do part of their course at a Malaysian university and part at an overseas university, are being planned, though care is being taken to make such liaison only with reputable universities. Other cost-saving devices are also being considered so as to enable the high number of students who traditionally are trained abroad to continue.

At present about half of Malaysia's higher education students study abroad, but the country's policies aim to change this ratio gradually by creating more places at local universities and institutions so that a larger proportion of Malaysian higher education students - 80% or more - will study at Malaysian universities at least up to bachelor's degree level.

As a result of recent economic recession, coupled with a sharp increase in the fees charged by foreign universities, the public appears to accept the trend towards reduced overseas study opportunities for students. The sharp decline, so far, has applied mainly to undergraduates. Among postgraduates the figure of 50% studying abroad persists.

A long-standing issue is the seemingly arbitrary manner in which recognition is given to some overseas universities and not to others. The fact that recognition by the Public Service Department is decided by a committee of Malaysian academics has not been sufficient to convince universities abroad that the system is satisfactory. Public service jobs are available only to graduates of recognised universities, so the question of recognition is a major influence on students' choice of university.

Recognising the impediment to student mobility that the use of Bahasa Malaysia has created, Malaysia has introduced GCE 'A' level courses in a number of public secondary schools to qualify Malaysian students for study in Britain. The effects of this will be kept under review.

Student Flows

According to the Ministry of Education the numbers of Malaysian students studying overseas at the secondary and tertiary levels from 1980-86 are estimated to be as follows:

Year	1980	1981	1982	1983	1984	1985	1986
Number of students	46,100	52,300	52,000	59,300	74,500	62,000	65,000

Figures for Malaysian student enrolment in selected Commonwealth countries for the period 1979-85 are shown in the following table:

Table A10 : Malaysian student enrolment in selected Commonwealth countries, 1979/85

Country	1979	1980	1981	1982	1983	1984	1985
United Kingdom	16,323	15,980	14,500	12,530	13,293	14,000	N/A
Australia	4,878	5,383	6,064	5,769	6,337	10,299	10,700
India	5,583	6,000	6,000	6,300	6,853	7,020	N/A
New Zealand	1,837	1,885	1,527	1,263	1,510	2,000	N/A
Canada	3,232	4,750	7,846	8,294	8,849	9,100	5,531
Singapore	834	834	834	1,323	1,439	1,000	3,857
Hong Kong	109	109	14	19	32	32	30
Bangladesh	71	71	71	72	51	40	62
Sri Lanka	10	28	14	28	14	20	N/A
Brunei	-	-	-	-	1,707	1,707	N/A
TOTAL	32,877	35,040	36,870	35,598	40,085	45,218	N/A

Source: Higher Education Division, Ministry of Education

After several years of growth, the number of new Malaysian students entering US educational institutions has levelled off. In 1985, 6,419 student visas were issued by the American Embassy in Kuala Lumpur - a decrease of 9% over the previous year. According to the Malaysian-American Commission on Educational Exchange (MACEE) this decrease was anticipated and was due to the efforts of the Malaysian Government to retain sponsored students in Malaysia.

NEW ZEALAND

Policy Developments

The most notable development since the fourth meeting of the Standing Committee in June 1985 was the announcement by the Minister of Education on 1 May 1986 of the abolition of the $1,000 private foreign student fee from the 1987 academic year. This fee, set at $1,500 in 1980 (reduced to $1,000 in 1985) was levied on all students entering New Zealand tertiary institutions from South-east Asia and for all postgraduate students except those from the South Pacific.

It has been decided that overseas students will be admitted to New Zealand educational institutions in the following categories and in the following order of priority:

(i) Students on New Zealand Government scholarships and those studying under approved international programmes, e.g. those who hold fellowships awarded by agencies of the United Nations and those who hold scholarships under the Commonwealth Scholarship and Fellowship Plan.

(ii) South Pacific Government-sponsored students. Such students will be admitted within quotas and will pay any fees at the same rate as New Zealand students. Their tuition costs will thus be subsidised by the New Zealand Government.

(iii) ASEAN Government-sponsored students. These students are admitted under the same conditions as the above.

(iv) South Pacific private students.

(v) ASEAN private students.

The Government has agreed to the provisional aim of providing places to enable an admission quota of 665 overseas first year undergraduates in 1991 compared with 586 in 1985. It is intended that this quota should be achieved gradually over the next five years. The Government wishes to encourage more overseas students to take courses in technical institutes and community colleges, and recognises that it would be possible to admit larger numbers of overseas students into such courses with the provision of additional funding for operating costs. It has therefore agreed to the provisional aim of providing places to enable an admission quota of 230 places in 1991 compared to 130 in 1985. Once again, it is intended that this quota should be phased in over the next five years. The admission of overseas students to teachers colleges will continue to be limited to those who hold New Zealand Government Scholarships under the Official Development Assistance Programme. Access to state and private secondary schools will be limited to 6th and 7th forms within combined quotas. These quotas will be related to the capacity of tertiary institutions to admit overseas students proceeding from New Zealand 7th forms.

Student Flows

Figures supplied by the New Zealand High Commission show that the total number of students, home and overseas, enrolled at New Zealand universities on 1 July 1985 was 59,868. Of these, 52,442 were undergraduates and 7,426 postgraduates.

The overseas component amounted to 1,776 undergraduates (3.4 per cent of all undergraduates) and 656 postgraduates (8.8 per cent of all postgraduates). These figures, together with those for 1984, are shown in Table 1. Out of 2,432, some 2,175 were full-time, 211 part-time and 46 extra-mural, mainly at Massey University.

As shown in Table A11, between 1984 and 1985 the number of overseas students rose by 168 from 2,264 to 2,432. The rise in undergraduates was 69 (4.0%); postgraduates 99 (17.8%).

Table A11: Home and overseas students at New Zealand Universities in 1984 and 1985

	All Students		Of Which Overseas		Overseas %	
	1984	1985	1984	1985	1984	1985
Undergraduates	52,428	52,442	1,707	1,776	3.3	3.4
Postgraduates	5,814	7,426	557	656	9.6	8.8
Total:	58,242	59,868	2,264	2,432	3.9	4.1
(of which private overseas students			1,643	1,707	2.8	2.9)

Out of 2,432 overseas students at New Zealand universities in 1985, 1,772 (73%) were accounted for by seven major Commonwealth senders as follows: Malaysia 844; Fiji 444; Singapore 198; Western Samoa 94; Tonga 89; Hong Kong 53; Australia 50.

From the figures received it is not possible to calculate the precise size of the overall Commonwealth component, but it is probably not less than 80 per cent and could exceed that.

NIGERIA

Essentially, Nigeria is a sending country, but because foreign currency has been scarce in recent years there has been a fall in the number of students going abroad. To meet the country's high-level manpower needs priority is being given to training at the postgraduate level, and at present only postgraduate students are able to obtain funds at the official rate of exchange.

The main bilateral agreement is with Britain. However, other bilateral programmes exist with the USSR, Bulgaria etc. particularly for medical studies.

Nigeria has reviewed its scholarship policy. As a result, 50 Merit Awards, under which award holders received their salaries, have been abolished. Scholarship boards have been decentralised to avoid long journeys for students. The Government is now restricting sponsorship to master's degree courses.

The possibility of financing students through a loan system has been explored, and the Government has injected N15 million to enable poor students to undertake courses which, because of the decision to withdraw maintenance payments to students for board and lodging, would otherwise be impossible.

UNIVERSITY OF THE SOUTH PACIFIC

Countries supporting USP experience an outflow to Australia and New Zealand of students who could readily pursue studies at USP. Because of special concessions, the cost of the education offered by these countries is much less than the cost of attending USP, and the effect is to cream off the best students from USP. Other countries, including Japan and the United States, have also begun to attract students with offers of financial assistance.

What USP is trying to do to counter this brain drain is to encourage staff exchanges in the region and to negotiate contracts for training students under

such schemes as the Zimbabwe student scheme, CFTC's programme for South African refugees and the UNDP programme for Ethiopia.

UNIVERSITY OF THE WEST INDIES

The University has recently implemented a scheme of restructuring which had been under discussion for some years. Under the scheme, the Government of each of the three campus countries, Jamaica, Trinidad and Barbados, will be responsible for financing its own campus as well as for making a contribution to the central activities of the University which will be managed by the University Council and Senate and directed primarily to the maintenance of standards. Each campus will be almost entirely self-managing.

This devolution of authority and responsibility is expected to relieve the strains that had been developing since the advancement to political independence of the constituent countries.

The effects of the oil crisis and the subsequent economic recession have affected all the countries in various degrees and have complicated the financing of the University. Recent currency devaluations in Jamaica and in Trinidad and Tobago have worsened the situation.

ATTACHMENT 2: STATEMENT BY COMMONWEALTH MINISTERS OF EDUCATION ON COMMONWEALTH CO-OPERATION IN HIGHER EDUCATION - SOFIA, 6 OCTOBER 1985

1. We met in Sofia, Bulgaria on the eve of the Unesco General Conference to review progress with Commonwealth Student Mobility. This was in accordance with the decision we took at our Ninth Conference in Nicosia in July 1984 when we issued a Statement on Student Mobility.

2. The movement of students between Commonwealth countries is important for individuals and education institutions, for national development, and for the future of the Commonwealth itself. Its value is widely recognised throughout the Commonwealth, and Heads of Government themselves affirmed their commitment to it in Melbourne 1981 and New Delhi 1983. Against such a background we declared in Nicosia "our intention to use our best endeavours to ensure that the Commonwealth collectively raises the level of intra-Commonwealth student exchanges above their 1983-84 levels to the greatest extent possible in the next triennium".

3. But we find that the trend of intra-Commonwealth student mobility has been one of decline rather than increase. According to the Fourth Report of the Commonwealth Standing Committee on Student Mobility, the level of Commonwealth student interchange appears to have fallen by one or two per cent in the first year of the triennium, 1984-85. This would seem to be largely attributable on the one hand to rising and differential fees and charges and restrictive quotas in a number of major host countries, and on the other hand to the increasingly difficult economic situation of both sending and receiving countries which reduces their capacity to fund students abroad.

4. The resulting situation is serious. Two years ago in New Delhi Heads of Government expressed the view that "the consequences of any further diminution in the level of intra-Commonwealth exchange would be regrettable". Among these consequences are the increasing difficulties that many Commonwealth countries experience in securing continued access to their preferred choices of facilities and courses of studies in other Commonwealth countries. The number of Commonwealth students going to foreign countries - France, Germany, Japan, USA, USSR - often providing easier and cheaper access is growing. The intensity of Commonwealth relationships and the capacity for future Commonwealth co-operation may suffer if the Commonwealth does not share proportionately in the growth of international student mobility.

5. We note the Standing Committee's recommendation that, in order to give effect to our stated intention that the level of intra-Commonwealth student mobility should rise above its 1983-84 level, a target for growth should be set. The target suggested by the Committee is of 3% per annum growth on a 1983 baseline of 66,000.

6. We recognise that the instruments at the disposal of governments to influence student mobility directly are varied in their nature. That element of student mobility which is financed by governments through awards constitutes the part most easily regulated by them and we accordingly suggest appropriate action by governments in relation to awards for study abroad. But the private and non-governmental flows account for a large share of student interchange and are affected by many factors, only some of which are under the direct control of governments. The most important of these factors is undoubtedly however the level of fees and charges. We recognise the scope which governments have to promote student mobility through fee limitations or

reduction, and the overwhelming majority of us recommend appropriate action to that end.

7. We recognise that to put Commonwealth student mobility back on a growth path will necessitate special efforts. Individual governments are urged to give appropriate consideration to such measures in the field of awards, shared funding arrangements, fee levels, the definition of full-cost fees, quotas, reciprocal exchanges and schemes to encourage a greater flow of students to developing countries.

8. We lay particular emphasis on meeting the challenge posed in Part II of the Standing Committee Report of creating and maintaining soundly based and adequately resourced higher education systems in Commonwealth developing countries. In that regard we see increased Comonwealth student mobility as a complement to the development of strong tertiary level educational institutions throughout the Commonwealth. It contributes to staff development, to the strengthening of research and the building of institutional capacities. In turn national, regional and international efforts to develop centres of excellence in developing countries are preconditions for facilitating student mobility into their institutions, and we attach special importance to Commonwealth south-south co-operation in bringing this about.

9. For this reason student mobility arrangements must respect the need to sustain higher education development in students' countries of origin, which can be achieved by developing joint programmes of study at home and study abroad. Such devices as preparatory courses and credit transfer arrangements, split-site courses, and the use of distance education make it possible to foster Commonwealth educational interchange while reducing the economic burden on the students and their countries caused by long absences from home.

10. The development of collaborative arrangements, making use of new communication technologies, should be actively promoted for this is a field where there is considerable Commonwealth experience. The time has come when it would be appropriate boldly to consider the launching of new Commonwealth initiatives in the field of open learning. We have asked for a report on the potential contribution of such innovative methods and approaches to Commonwealth student exchange and educational co-operation to be presented to our Tenth Conference in Nairobi in 1987.

11. Our consideration of these issues of Commonwealth educational interchange has been greatly assisted by the Commonwealth Standing Committee on Student Mobility. We wish to place on record our appreciation of the important contribution the Standing Committee has made, and our belief that it should be encouraged to continue its valuable work.

APPENDIX B: LIST OF DOCUMENTS PREPARED FOR THE MEETING

5/CSCSM 86/1	Provisional Agenda and Timetable
5/CSCSM 86/1b	Agenda and Timetable (Revised)
5/CSCSM 86/2	Commonwealth Co-operation in Open Education and Distance Learning
5/CSCSM 86/3	Commonwealth Scholars Tracer Study: Progress Report
5/CSCSM 86/4a	Progress Report on Commonwealth Student Mobility Part I
5/CSCSM 86/4b	Progress Report Part II: Follow-Up Action on Recommendations of the Fourth Report, 1985
5/CSCSM 86/5a	The Situation in Australia: Report by Mr F S Hambly
5/CSCSM 86/5b	Australia: Statistics on Private Overseas Students
5/CSCSM 86/5c	Australia: Further Statistics on Private Overseas Students
5/CSCSM 86/6	The Situation in Britain (Revised)
5/CSCSM 86/7	The Situation in Canada
5/CSCSM 86/8	The Situation in New Zealand
5/CSCSM 86/9	Draft Report on New Directions in Student Mobility - New Delhi 27-31 January 1986
5/CSCSM 86/10	Draft Report on Institutional Links in Higher Education - Bangalore 2-5 February 1986
5/CSCSM 86/11	Report on Institutional Links in Higher Education in Commonwealth Africa - Harare 23-26 June 1986
5/CSCSM 86/12	Possibilities for Commonwealth Co-operation in Open Education and Distance Learning
5/CSCSM 86/12b	Discussions of possible Commonwealth Initiatives in Distance Education/Open Learning held at the Meeting of Executive Heads of the Association of Commonwealth

	Universities, Penang, Malaysia, 18-22 August 1986 by John Daniel, Laurentian University, Canada
5/CSCSM 86/13	Problems concerning the Take-Up of CSFP Awards
5/CSCSM 86/14	Student Mobility Data Base
5/CSCSM 86/15	Women and Higher Education and Higher Education Co-operation
5/CSCSM 86/16	Provisional List of Documents
5/CSCSM 86/16b	Documents List (Revised)
5/CSCSM 86/17	Submission by the Council for Education in the Commonwealth
5/CSCSM 86/18	Address by Commonwealth Secretary-General to Commonwealth Standing Committee on Student Mobility, 27 August 1986

Background Papers for Information

(a) Country Studies on Student Mobility (CSSM)

CSSM 1/86	Australia (Helen Tracey)
CSSM 2/86	Nigeria
CSSM 3/86	India
(b) Other	Internal Review of the British Council funded by Award Schemes. (Foreign Policy Document No. 144)

APPENDIX C: MEMBERS OF THE STANDING COMMITTEE

Sir Roy Marshall (Chairman)	Vice-Chancellor of the University of Hull until 1985. Formerly Vice-Chancellor of the University of the West Indies, Chairman of the Commonwealth Education Liaison Committee, and Secretary-General of the Committee of Vice-Chancellors and Principals.
Dr A Christodoulou	Secretary-General of the Association of Commonwealth Universities and formerly the founding Secretary of the Open University of the United Kingdom.
Sir Monty Finniston	Industrialist; Chancellor of the University of Stirling and Pro-Chancellor of the University of Surrey.
Mr F S Hambly	Secretary of the Australian Vice-Chancellors' Committee.
Alhaji Yahaya Hamza	Co-ordinating Director (Education), Federal Ministry of Education, Science and Technology, Nigeria.
Professor W J Kamba	Vice-Chancellor of the University of Zimbabwe.
Tan Sri Dato 'Haji Murad bin Mohammed Noor	Chairman, University of Science Malaysia. Formerly Director-General of Education, Ministry of Education, Malaysia.
Dr (Mrs) Madhuri Shah	Chairman, Board of Education for Vocationalisation, Maharashtra State. Emeritus Professor, Shreemati Nathibai Damodar Thackersey Women's University, Bombay. Former Chairman University Grants Commission.
Mr Esekia Solofa	Pro Vice-Chancellor and Director of the Institute of Social and Administrative Studies of the University of the South Pacific.

Sir Hugh Springer	Governor General of Barbados. Formerly Director of the Commonwealth Education Liaison Unit, Commonwealth Assistant Secretary-General and Secretary-General of the Association of Commonwealth Universities.
Professor T H B Symons	Vanier Professor, Trent University, of which he was the founder and first President; Honorary Treasurer of the Association of Commonwealth Universities; past Chairman of the Ontario Human Rights Commission and of the Commission on Canadian Studies; Chairman of the Historic Sites and Monuments Board of Canada.

Commonwealth Secretariat

Mr M Malhoutra	Commonwealth Assistant Secretary-General.
Mr P R C Williams	Director, Education Programme (HRDG).
Mr D M Mbiti	Assistant Director, Education Programme (HRDG).
Mr J Macpherson	Chief Project Officer, Education Programme (HRDG).
Mr E Apea	Chief Project Officer, Education Programme (HRDG).
Mrs Gail Larose	Chief Officer (Education) designate, Education Programme (HRDG).
Mr J S Farrant	Education Officer, Education Programme (HRDG).
Dr H Perraton	Education Officer, Education Programme (HRDG).